



Town of Aztalan Comprehensive Plan

Plan Commission Recommended: January 6, 2009
Town Board Adopted: Pending



Vandewalle & Associates
Madison • Milwaukee

Town of Aztalan Comprehensive Plan Summary

The *Town of Aztalan Comprehensive Plan* is a decision making guide for future community growth, change, and preservation over the next 20 years.

Who might find the plan useful?

Town officials will use the *Comprehensive Plan* as a blueprint for future Town development, government activities, and budgets. Others that should find the *Plan* useful include:

- ◆ Members of the public interested in understanding the long-term vision and priorities of their local government.
- ◆ Individuals and groups with a particular interest, and a desire to learn how that interest fits within a big-picture vision for the Town or how they can “make a difference.”
- ◆ Property owners wanting to understand what they or their neighbors can do with their land in the future.
- ◆ Developers interested in exploring types and locations for future growth or redevelopment that the Town supports.
- ◆ Nearby and overlapping units of government interested in understanding how Town plans might affect their own.

How is this *Plan* most commonly used?

Most frequently, people will use the *Comprehensive Plan* to learn how they might be able to use a particular piece of land that is different from how it is being used today, usually by following these steps:

1. **Checking the Future Land Use Maps:** Maps 6 and 7, in the Land Use chapter, present the Town’s desired pattern of future land uses, including areas for continued preservation. Each property has a unique future land use category assigned to it. This represents the Town’s desired future land use for that property.
2. **Reviewing the Future Land Use Category Description:** The Land Use chapter of the *Comprehensive Plan* includes a detailed description of each future land use category shown on the Future Land Use maps. For each category, this chapter also indicates recommended policies and programs.

What do the Comprehensive Plan Chapters include?

Chapter One: Issues and Opportunities—The Town’s vision for the next 20 years.

Chapter Two: Agricultural, Natural, and Cultural Resources—The link between the health of area farms and the Town’s economic future. Opportunities and constraints posed by natural resource areas. The community’s cultural assets and directions toward historic preservation.

Chapter Three: Land Use—Where and how land development and redevelopment is projected to occur over the next 20 years.

Chapter Four: Transportation—Changes to the road and trail network.

Chapter Five: Utilities and Community Facilities—Suggested improvements to community facilities and utilities.

Chapter Six: Housing and Neighborhood Development—New directions in housing and neighborhood design.

Chapter Seven: Economic Development—The community’s focus on Aztalan Hamlet development.

Chapter Eight: Intergovernmental Cooperation—How the Town intends to work with its neighbors and others to carry out the Plan.

Chapter Nine: Implementation—Key recommendations of the Plan and the steps to carry them out.

3. **Digging Deeper into Recommendations:** Often, a policy associated with a future land use category will refer the reader to a different chapter of the *Comprehensive Plan*. Also, Map 7 depicts a suggested neighborhood plan for the Aztalan Hamlet. The neighborhood plan designates areas proposed for future residential and commercial development as well as the location of potential new streets.

How do the Plans of Other Communities Affect Aztalan?

It is essential to understand that due to the Town of Aztalan's positioning, depending upon the location of the property, property owners may find themselves subjected to the plans and/or regulations of neighboring communities and Jefferson County in addition to those discussed in this *Plan*. Individuals consulting this *Plan* as a blueprint for development also need to consider whether their property falls within the Extraterritorial Jurisdiction (ETJ) of a neighboring city or village. If a property owner's land falls within the ETJ of a neighboring community, the property owner should also consult the neighboring community's comprehensive plan before proceeding with development. In addition, because the Town of Aztalan is under Jefferson County zoning regulations, property owners throughout the Town should understand Jefferson County plans and zoning regulations.

What is the Authors' Intent?

This *Plan* was based on the following assumptions: at the time of writing this *Plan* the Town fell under County zoning regulations, extraterritorial jurisdictional regulations of three other communities, and several state plans and regulations. If the Town was not under these regulations, this *Plan* would read differently. In the future, if these regulations change or are removed, the Town will revisit and amend this *Plan* in the best interest of the Town. In addition, the *Plan* authors want it known that the intent of this *Plan* should be simply understood as the words are written. Any interpretation in the future will be made by the Town Board following a recommendation from the Town Plan Commission.

What is the Town's Vision for the Future?

A Vision Statement is intended to broadly describe how a community would like to look, feel, and function in the future. To carry out its vision, this *Comprehensive Plan* includes detailed goals, objectives, policies and programs. These are generally organized in chapters according to the required comprehensive plan elements.

The Town of Aztalan Vision

The Town of Aztalan will retain its rural character through careful planning and intergovernmental cooperation in order to manage future growth and preservation. The Town will preserve its farmland, protect its natural features, and promote its cultural resources in a manner that enhances the community's natural beauty and encourages economic investment in the area. Aztalan will further enhance the character and well-being of the Town by continuing to value and protect the Rock and Crawfish Rivers, by directing future development to the Aztalan Hamlet, and by advancing recreational opportunities within its parks and trails. The Town of Aztalan respects individual property rights and strives to attain this vision with due respect to and consideration of those rights.

ACKNOWLEDGEMENTS

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INTRODUCTION

The Town of Aztalan is a rural community located in central Jefferson County. The Town of Aztalan has a rich cultural history, productive farming base, an interesting settlement pattern featuring the Aztalan Hamlet, and an abundance of natural features and amenities that contribute to a high quality of life. The Crawfish and Rock Rivers, along with Aztalan State Park, provide recreational opportunities and enhance the Town's scenic beauty. The Town's agricultural heritage continues to characterize the landscape and support the local economy. At the same time, access created by Highway 26 and Interstate 94 – both running through the Town – has influenced change in Aztalan.

Over the last fifteen years, the Town's population has been decreasing slowly. Economic growth in nearby communities has provided local employment opportunities for Town residents, and enhanced the market for housing in the Town. However, as neighboring municipalities and nearby Milwaukee/Waukesha and Madison metropolitan areas grow, the Town's rural character and agricultural heritage are increasingly threatened. In this context, planning for development in a coordinated, orderly, and predictable manner will enhance the Town's ability to retain its rural character; avoid land use and intergovernmental conflicts; provide appropriate housing and employment opportunities; and protect natural, cultural, and agricultural resources.

Purpose of this Plan

This *Comprehensive Plan* is being prepared under the State of Wisconsin's Comprehensive Planning legislation contained in §66.1001, Wisconsin Statutes. This *Town of Aztalan Comprehensive Plan* is intended to:

- ◆ Identify areas appropriate for development and preservation in the Town over the next 20 years;
- ◆ Recommend types of land use for specific areas in the Town;
- ◆ Preserve natural features, agricultural lands, and farming in the community;
- ◆ Identify needed transportation and community facilities to serve future land uses;
- ◆ Direct private housing and economic investment in the Town; and
- ◆ Provide detailed strategies to implement plan recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the law. Each chapter presents background information on the respective element (e.g. *Transportation, Land Use, And Economic Development*) and then presents the Town's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the end of each chapter. The final chapter (*Implementation*) of the document indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

The State of Wisconsin's legislation describes how a comprehensive plan must be developed and adopted. After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Zoning and land division decisions undertaken by the Town after 2010 will have to be consistent with this *Plan* or subsequent amendments to it.

Planning Process

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. A process of citizen review and approval is critical to the planning process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public meetings and surveys.

At the outset of this planning process in September 2007, the Town Board adopted by resolution its public participation plan to ensure that this *Plan* accurately reflects the vision, goals, and values of its residents. This public participation plan reflects the commitment of Aztalan's Town Board and Plan Commission to get input from local citizens and representatives from neighboring jurisdictions. The results of the Town's participation process are summarized in the Issues and Opportunities chapter.

General Regional Context

Map 1 shows the relationship of the Town to neighboring communities in the region. The Town is located roughly 30 miles east of Madison and 50 miles west of Milwaukee. The Town encompasses approximately 16,000 acres and is bordered on the north by the Town of Milford, on the west by the Town of Lake Mills, on the south by the Town of Jefferson, and on the east by the Town of Farmington. The nearest incorporated municipalities include the City of Lake Mills to the immediate west, the Village of Johnson Creek to the immediate east, and the City of Jefferson to the immediate south. At the time of writing this Plan, the Town of Aztalan was under County zoning regulations.

Much of the Town's land area falls within the 1.5 mile extraterritorial jurisdictions (ETJ) of the three neighboring communities: the City of Lake Mills, the Village of Johnson Creek, and the City of Jefferson. Within each respective ETJ, state law allows each city or village to plan for those areas that bear relation to the municipality's development, review land divisions, enact extraterritorial zoning (ultimately only with the consent of the Town), and establish and implement an Official Map for road and other public facility planning. The 1.5 mile ETJ's automatically expand as neighboring municipalities annex Town land. The Town has an interest in working with these neighboring communities to coordinate land use goals and policies and avoid land use conflict.

This *Comprehensive Plan* was prepared concurrently with those of five other communities in Jefferson County as part of a state-funded, multi-jurisdictional planning process. Other participating communities included the Cities of Lake Mills, Waterloo, Jefferson, and Fort Atkinson, and the Village of Johnson Creek. The same consulting firm worked with all six communities in preparing their plans. The Town of Aztalan took part in intergovernmental meetings involving all of these communities throughout the process.

Broader Regional Influences

The Town of Aztalan has been and will continue to be influenced by the natural, cultural, and economic conditions of Jefferson County and the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the Town will face over the next 20 years. Map 2 illustrates some of these regional influences on Jefferson County and the Town of Aztalan.

Natural and Recreational Assets

The Town of Aztalan is situated near the center of Jefferson County. Although located at the center of a rapidly growing region, Jefferson County's natural landscape has remained relatively undisrupted by development. The County's roadways offer some of the most spectacular views of glacial drumlins in the world. Other natural areas include nine State Natural Areas and parks, six Land Legacy Places, access to two state trails, and an abundance (and occasionally overabundance) of water resources, including wetlands, lakes, and rivers. Several of these are located in and near the Town of Aztalan—including the Rock and Crawfish Rivers and Aztalan



State Park. As Jefferson County communities have faced increasing growth pressures, residents and property owners have begun taking measures to preserve rural character and the vast expanses of farmland that still blanket the towns and surround the villages and cities.

Access and Transportation Networks

Aztalan's location along Interstate 94 and Highway 26 and the access they provide to growing metro areas provides economic, social, and cultural benefits as well as challenges. An analysis of commuting patterns indicates that every day over 23,000 people commute between Jefferson County and the five immediately adjacent counties of Waukesha, Dodge, Dane, Rock, and Walworth. Running through the Town, I-94 and State Highway 26 provide good access to Madison, Milwaukee, Janesville, Beloit, the Fox Valley, and Green Bay as well as many of the Midwest's other major economic centers, including Chicago, Minneapolis, and Detroit. State Highway 26 extends directly through the Town. Jefferson County is also traversed by US Highways 12 and 18 and State Highways 19 and 89, and has a direct connection with I-39/90, located west of Jefferson County. For more distant travel, the Town of Aztalan is also within an hour's drive from both the Dane County Regional Airport in Madison, and General Mitchell International Airport in Milwaukee.

Proximity to Major Employment, Shopping, and Cultural Centers

The Town of Aztalan is located within a short driving distance of several major regional employment centers, shopping, and entertainment destinations. Roughly 25 minutes west of Aztalan, the City of Madison is a major employment center featuring the seat of state government and many state agencies, the University of Wisconsin-Madison, several regional medical centers, and a regional bio-agriculture research center. Shopping in the Madison area includes several regional shopping malls and districts, other unique shopping opportunities such as State Street, and many cultural and entertainment venues. To the east, the Milwaukee Metropolitan Area is within an hour's drive of the Town of Aztalan and likewise offers diverse employment, numerous cultural and entertainment venues, and shopping destinations. The cities of Janesville and Beloit to the southwest are also relatively accessible, as is the Fox Valley to the northeast. And for weekend excursions, Downtown Chicago is less than two and one half hours from the Town.

How to best capture and balance the benefits and challenges presented by these regional influences, along with managing the effects from being next to three incorporated municipalities, is central to the development of this *Comprehensive Plan*.

Map 1: Jurisdictional Boundaries

Map 2: Regional Influences

CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter of the *Plan* contains pertinent demographic trends and background information for the Town. This information provides a comprehensive understanding of the changes taking place in the Town of Aztalan. This chapter includes population, household, age distribution, and forecasts. This chapter also includes the results of the Town's public participation efforts, which included a community survey. It also includes an overall vision and goals to guide the future preservation and development in the Town over the 20-year planning period.

Population Trends and Forecasts

From 1990 to 2000, the Town of Aztalan experienced minor population decline. Table 1.1 compares the Town of Aztalan's population trends between 1970 and 2000 with several neighboring communities and the County. Between 1990 and 2000, the Town experienced a 2 % decrease in population. However, according to the Wisconsin Department of Administration (DOA), Aztalan's estimated 2007 population had rebounded to 1,467. The Town's mild population fluctuations since 1970 are similar to trends observed in other Jefferson County towns. The Towns of Farmington and Milford experienced minor population increases from 1990 to 2000, and the Town of Jefferson experienced a 15.7 decrease in population. The incorporated municipalities near Aztalan experienced considerable increases in population during the same time period.

Table 1.1: Population Trends

	1970	1980	1990	2000	% Population Change 1990-2000
Town of Aztalan	1,306	1,752	1,476	1,447	-2.0
City of Lake Mills	3,556	3,670	4,143	4,843	16.9
Town of Lake Mills	1,472	1,515	1,584	1,936	22.2
Village of Johnson Creek	790	1,136	1,259	1,581	25.6
Town of Farmington	1,391	1,528	1,404	1,498	6.7
Town of Jefferson	3,082	2,891	2,687	2,265	-15.7
Town of Milford	1,129	1,066	1,007	1,055	4.8
City of Jefferson	5,429	5,687	6,078	7,338	20.7
City of Fort Atkinson	9,164	9,785	10,213	11,621	13.8
City of Whitewater*	1,909	2,422	2,466	2,611	5.9
City of Waterloo	2,253	2,393	2,712	3,259	20.2
City of Watertown	15,683	18,113	19,142	21,598	11.4
Jefferson County	60,060	66,152	67,783	75,767	11.8

Source: U.S. Census Bureau, 1970-2000

**For portion in Jefferson County only*

Projecting future population is an important element of the *Comprehensive Plan* because it is a key tool in predicting demand for community services and the amount of land likely to be needed for development over the next 20 years. The more realistic the assumptions that inform the projection are, the more accurate (and therefore useful) a given projection is likely to be.

Table 1.2 shows a population projection for the Town in five-year increments through the year 2025. The projection in Table 2 has been generated by the Wisconsin Department of Administration (DOA). Population projections based on data from a longer time period are less likely to be skewed by recent short term up-turns and down-turns in residential and economic development. Historically, DOA population projections tend to be on the conservative side.

The DOA projection for little population change over the next twenty years does not suggest that there will be no new development in and near the Town. Household sizes are expected to continue to decline, meaning that more housing units will be needed to accommodate the same population. Annexation by nearby cities and the village over the planning period may also result in some population loss. This results in a situation where there might be little population change in the Town at the same time that more housing is being built in the Town.

Table 1.2: DOA Population Projections

	2000*	2010	2015	2020	2025
Projected Population	1,447	1,441	1,435	1,433	1,431

**U.S. Census Bureau*

Other Demographic Trends

Age and Gender

The Town of Aztalan's demographic data from the year 2000 is presented in Table 1.3. These figures suggest that the Town's overall population is fairly representative of Jefferson County as a whole. The current proportion of school-age children residing in the Town is similar to that of the County as a whole. Another significant demographic trend is the aging baby boom generation that will soon begin retiring. This change will influence many aspects of the community including housing, transportation, employment and services.

Table 1.3: Age and Gender Distribution, 2000

	Median Age	% under 18	% 65 and over	% Female
Town of Aztalan	38.5	25.7	12.0	49.8
City of Lake Mills	36.0	27.2	14.5	51.8
Town of Lake Mills	40.2	26.1	13.1	49.1
Village of Johnson Creek	31.9	26.6	9.5	50.5
Town of Farmington	37.1	26.2	10.7	48.9
Town of Jefferson	40.9	20.9	14.0	49.4
Town of Milford	40.0	25.5	14.2	47.6
City of Jefferson	36.2	22.8	16.1	50.4
City of Fort Atkinson	36.5	24.2	14.5	51.7
City of Whitewater	21.9	12.3	8.9	51.1
City of Waterloo	34.5	27.3	11.4	50.3
City of Watertown	34.7	26.0	14.7	51.6
Jefferson County	36.6	25.2	12.8	50.4

Source: U.S. Census Bureau, 2000

**Only includes portion of community in Jefferson County*

Household Trends and Forecasts

Table 1.4 presents year 2000 household characteristics for the Town of Aztalan as compared with several surrounding communities and Jefferson County. In 2000, Aztalan's average household size was higher than that of many of the surrounding communities. Despite declining population, the number of housing units in Aztalan did, in fact, increase from 529 in 1990 to 553 in 2000. The average assessed value of houses in Aztalan was 10% higher than the average assessed value in Jefferson County as a whole.

Table 1.4: Household Characteristics Comparison

	Total Housing Units (2000)	Total Households (2000)	Average Household Size (2000)	Average Assessed Value (2006)*	Median Rent (2000)
Town of Aztalan	553	530	2.73	\$179,953	\$588
City of Lake Mills	2,065	1,924	2.49	\$176,834	\$588
Town of Lake Mills	812	720	2.66	\$252,386	\$628
Village of Johnson Creek	659	624	2.53	\$160,170	\$683
Town of Farmington	570	541	2.77	\$187,062**	\$579
Town of Jefferson	805	759	2.67	\$178,506**	\$575
Town of Milford	417	391	2.70	\$77,393**	\$585
City of Jefferson	2,934	2,816	2.41	\$146,523	\$554
City of Fort Atkinson	4,983	4,760	2.40	\$139,360	\$549
City of Whitewater	4,340	4,132	2.38	\$152,497	\$504
City of Waterloo	1,293	1,242	2.56	\$141,994	\$581
City of Watertown	8325	8022	2.55	\$186,892	\$563
Jefferson County	30,109	28,205	2.55	\$163,097	\$564

Source: U.S. Census Bureau, 2000. * 2006 assessed values provided by local assessors except ** Department of Revenue, 2005

Table 1.5 compares various characteristics associated with housing in the Town to surrounding communities and the County. The percentage of single person households, owner occupied homes, and single family structures in Aztalan are all comparable to other towns in Jefferson County. Characteristically, the percentage of single family homes and owner occupied homes in the cities and villages is lower than in towns and the number of single person households is higher. Aztalan is especially reflective of this phenomenon; for example, only 14.7% of households are single person households.

Table 1.5: Housing Occupancy Characteristics Comparison, 2000

	Single Person Household %	Vacant %	Owner Occupied %	Single Family Units %
Town of Aztalan	14.7	4.2	88.5	92.7
City of Lake Mills	26.8	6.8	68.9	66.4
Town of Lake Mills	17.5	11.3	88.5	88.1
Village of Johnson Creek	23.7	5.3	66.7	45.0
Town of Farmington	14.0	3.6	85.2	88.3
Town of Jefferson	16.5	4.3	83.3	94.0
Town of Milford	17.1	4.9	87.5	92.3
City of Jefferson	28.3	4.0	60.8	60.8
City of Fort Atkinson	29.4	4.5	64.0	66.5
City of Whitewater	32.7	4.8	36.2	40.1
City of Waterloo	25.0	3.9	71.7	66.5
City of Watertown	25.5	3.7	63.5	64.6
Jefferson County	23.6	6.3	71.7	71.9

Source: U.S. Census Bureau, 2000

Projections for the number of households are used to estimate future demand for additional housing units. Table 1.6 includes DOA household projections, suggesting a slight increase in the total number of households within the Town over the planning period. There will also be a continued need for a wider range of household types for various ages, income levels, and lifestyles as the baby boom generation enters retirement.

Table 1.6: Household Projections, 2005 - 2025

	2000	2005	2010	2015	2020	2025	Change 2005-2025
Past/Projected Households	530	537	545	549	552	555	3.4%

**Source: Wisconsin Department of Administration, 2007*

Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter of this *Plan*.

Issues Raised Through Public Participation

The Town's comprehensive planning process was guided by input that was collected from a variety of sources, including regular meetings with the Town Plan Commission, which acted as the steering committee for development of this *Plan*. The following is a summary of the issues identified by this process.

Community Survey

To gather citizen perceptions of the Town of Aztalan and its growth, a written citizen survey was sent to 634 property owners in the Town in February 2008. The survey included questions intended to help gauge citizens' perceptions of existing conditions in the Town of Aztalan and attitudes about how Aztalan should grow in the future. The Town received 183 completed surveys, representing a return rate of nearly 29%. This is a good response rate for a written survey of its length.

◆ **Overview of Results**

In general, Town of Aztalan residents are satisfied with their community in terms of services and appearance. Increasing taxes, loss of Town land due to annexation, and loss of farmland are primary concerns. Residents value farmlands and natural areas, emphasized through their desire to preserve active farmland, open space, and natural areas, and their desire for the Town to pay special attention to the pace and location of new development. Comments regarding the Town's existing conditions and future development reveal that respondents desire to maintain the current rural and agricultural character of the community. Though there appears to be a general attitude toward limiting growth, respondents have mixed feelings about the promotion of business development in the area. The majority of respondents would like to see the Town work hard to gain more Town control over land use decisions.

◆ **Opinions on Existing Conditions**

The survey attempted to get opinions on existing conditions in the Town of Aztalan. Responses to such questions are useful to identify features of the community that citizens value. Out of 16 choices, respondents selected "rural atmosphere" as the number one reason they chose to live in the Town of Aztalan. "Near family or friends" and "low property taxes" were also frequently chosen as reasons for living in Aztalan. Those surveyed were also given 20 options from which to select their top three challenges facing the Town of Aztalan. 25% of respondents selected potential increases in taxes as being the number one challenge facing the Town. Loss of Town land due to annexation was selected as the second greatest challenge facing the Town. Loss of farmland/loss of farming and loss of rural character were other primary concerns.

The majority of respondents also rated Town facilities and services as "excellent" or "good," with nearly half of respondents rating each service (e.g. ambulance service, snow removal) as at least "good." Likewise, five major areas of the Town (rural, residential, lands and buildings along Highway 26, Aztalan "Hamlet" Area, and areas along the rivers) received positive appearance ratings, with over half of respondents rating each area as "good" or "excellent." The lands and buildings along Highway 26 and the Aztalan "Hamlet" Area rated lower on appearance.

◆ **Growth and Development Issues**

The survey included several questions designed to ascertain residents' attitudes and preferences regarding future growth and development. Approximately 80% of respondents said the Town's population is growing at an appropriate rate and just over half thought that the Town was appropriately regulating development. About 41% saw the future of the Town of Aztalan as an area of mainly agricultural land and open space, while nearly the same percentage also saw housing in the Town's future. The majority of respondents want to protect the Crawfish River and the Rock River, prevent home building on the best agricultural lands, promote farming as part of the Town's future, and protect the environment, including wetlands.

Those surveyed were questioned about their preferential location for future residential and business development in Aztalan. Nearly one third of respondents preferred future residential development to be located close to the Village of Johnson Creek, City of Lake Mills, City of Jefferson, or in limited quantities throughout the Town. Regarding new homes in rural areas, nearly 60% of respondents would like to keep homes off the best farmland and 20% wanted to ensure homes are located away from sensitive natural resources. More than half of respondents preferred future businesses to be near the Highway 26 corridor. Areas surrounding the City of Lake Mills, City of Jefferson, and the Village of Johnson Creek were also among preferred locations for business development. Many respondents would like to see businesses related to farming, neighborhood shopping and offices, industrial development, and restaurants in the future.

◆ **Demographic Information**

In general, survey respondents were elder residents who have lived in the Town longer than the overall adult population of the Town. The vast majority (over 87%) of respondents lived in the Town of Aztalan most or all of the year. Over half of respondents lived and/or owned property in the Town for more than 15 years. Nearly one third of respondents were over age 65, while about half were between ages 45 and 65. Less than 6% of respondents were younger than 35. Less than 25% of respondents reported persons in the household under 18 years of age. The majority of adults in responding households were either retired or worked in the City of Jefferson.

Intergovernmental Meetings

Town representatives participated in several regional meetings involving all six communities participating in this planning effort. In addition, representatives from the Town met “one-on-one” with representatives from Jefferson County, the City of Lake Mills, and the Village of Johnson Creek to discuss areas of mutual concern and opportunities for further collaboration. These meetings informed the content of this *Plan*. The City of Jefferson selected not to adhere to a “one-on-one” meeting with Aztalan.

Draft Plan Open House

The Town held an open house for the draft of the *Town of Aztalan Comprehensive Plan* on October 13, 2008 from 6pm to 10pm at the Town Hall. Advertisements for the open house were placed in local newspapers letting residents and interested parties know when and where the open house would take place. At the open house, hard copies of the *Plan* and maps were made available for viewing. Several Plan Commission members and two Vandewalle & Associates staff members were available to answer questions and receive public comments regarding the *Plan* and maps. Hard copies of the *Plan* were also put on display at the Town Hall on Election Day and a copy of the *Plan* was made available on-line for viewing during the months of October through December, 2008.

Public Hearing

A public hearing in which public testimony was heard was held before the Town Board on March 11, 2009. Following this public hearing, the Town Board adopted the *Town of Aztalan Comprehensive Plan*.

Overview of Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Town Board members, residents, and other interested groups and individuals for the next 20+ years.

A vision statement, goals, objectives, policies, programs, and recommendations are defined below:

- ◆ A **Vision Statement** is an expression of the general direction the community wishes to take over the next 20 years. All goals, objectives, policies, programs and detailed recommendations to implement the *Plan* should be consistent with this vision.

- ◆ **Goals** are broad, advisory statements that express general public priorities about how the Town should approach development issues. Goals are based on key issues and opportunities that are affecting the Town.
- ◆ **Objectives** more specifically identify future direction. By accomplishing an objective, the Town moves closer to achieving its goals.
- ◆ **Policies** are rules or courses of action implemented to achieve specific objectives. Town officials should use policies on a day-to-day basis when making decisions.
- ◆ **Programs** are specific projects or services that are intended to move the Town toward achieving its goals, objectives, and policies.
- ◆ **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

Town of Aztalan Comprehensive Planning Vision and Goals

The Town of Aztalan Vision

The Town of Aztalan will retain its rural character through careful planning and intergovernmental cooperation in order to manage future growth and preservation. The Town will preserve its farmland, protect its natural features, and promote its cultural resources in a manner that enhances the community's natural beauty and encourages economic investment in the area. Aztalan will further enhance the character and well-being of the Town by continuing to value and protect its two rivers, by directing future development to the Aztalan Hamlet, and by advancing recreational opportunities within its parks and trails. The Town of Aztalan respects individual property rights and strives to attain this vision with due respect to and consideration of those rights.

The Town of Aztalan Goals

- ◆ Protect agricultural resources and farming as an occupation and way of life in the Town of Aztalan.
- ◆ Protect the unique natural and environmentally sensitive features of the Town, including wetlands, floodplains and other flood prone areas, rivers and streams, and sensitive soils.
- ◆ Enhance and maintain the Town's cultural resources and rural character.
- ◆ Manage the extent, pace, character, location, and type of new growth in a manner that preserves the quality-of-life and rural agricultural character of the Town.
- ◆ Provide safe and efficient roads that meet the needs of multiple users and minimizes impacts on landowners and farmers.
- ◆ Supply public facilities and services in line with resident expectations and the Town's rural character.
- ◆ Encourage the provision of an adequate supply of safe, affordable housing and neighborhood environments for all Aztalan residents.
- ◆ Encourage economic development opportunities appropriate for the resources and public services available in the Town and consistent with rural character.
- ◆ Establish and grow mutually beneficial intergovernmental relations with surrounding and overlapping jurisdictions.

CHAPTER TWO: AGRICULTURAL, NATURAL & CULTURAL RESOURCES

AGRICULTURAL RESOURCES

The Town's agricultural resource base is central to the past, present, and future of Aztalan. Farm production is critical to the regional economy and the livelihood of Town residents. The productivity of agricultural land also has important influences on development policies affecting the Town and land owners.

Agricultural Resource Recommendations Summary

- ◆ Preserve the agricultural economy and farmland of the Town.
- ◆ Consider innovative approaches to farmland preservation, such as a Purchase of Conservation Easements Program with Jefferson County.
- ◆ Stay informed about and facilitate local opportunities to expand the agricultural-based economy, in partnership with nearby cities and economic stakeholders.

Character of Farming

Agriculture remains a critical component of the Town's economy and community character. Farming is also a way of life for many Town residents. According to the 2007 land use inventory, agricultural land uses account for approximately 85% of the Town's total land area. Dairy farms and farms that grow corn and soybeans are common in the Town of Aztalan.

In addition to direct impacts, the Town's farms have a number of indirect impacts on the Town's economy, as a number of local industries depend on the area's agricultural products.

Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands. Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 3 depicts the location of Class I, II, and III soils in the Town. Generally, Class I soils are located in small isolated patches comprising a relatively small percentage of the total land area. Class II soils are located throughout the Town. Class II soils account for approximately 58% of the total land within the Town. Class III soils account for approximately 29% of the total land within the Town.

Soil classification has a profound impact on the potential development allowed on a given parcel. Under the Jefferson County Agricultural and Land Use Plan, it is the County's opinion that Class I and II soils are considered "prime agricultural lands," as well as Class III soils that exhibit prime agricultural capabilities. The prime/nonprime distinction is important because the County Plan limits the creation of new lots on prime agricultural lands more strictly than those in other soil classes. For example, a new lot on prime land is only allowed if no available nonprime land exists or a prime land location provides better protection of land resources. Additional policies contained in the County's Agricultural Preservation and Land Use Plan are described in the Intergovernmental Cooperation chapter.



Farmland Preservation Efforts

Local farmers can participate in several federal and state programs and initiatives that are intended to preserve long-term farming activities. The 2002 Farm Bill reauthorized several federal programs, including:

- ◆ The **Conservation Reserve Program (CRP)**, which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- ◆ The **Wetland Reserve Program**, which provides technical and financial support to help landowners with their wetland restoration efforts.
- ◆ The **Wildlife Habitat Incentives Program**, which provides both technical assistance and up to 75% cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- ◆ The **Grazing Lands Conservation Initiative**, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- ◆ The **Environmental Quality Incentives Program (EQIP)**, which provides a voluntary conservation program for farmers and ranchers that promote agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program.

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the state. In addition, in order to be eligible for this

credit, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. In 2005 there were 42 claims for this credit in the Town of Aztalan, constituting a total of \$25,488 and an average credit of \$607.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with the maximum credit of \$1,500. In 2005 there were 50 claims for this credit in the Town of Aztalan, constituting a total of \$11,712 and an average credit of \$234.

Agricultural Resource Goals, Objectives, and Policies

Goal:

1. Protect agricultural resources and farming as an occupation and way of life in the Town of Aztalan.

Objectives:

1. Preserve productive farmlands for continued agricultural use in areas planned for this use.
2. Limit the amount and guide the placement of non-agricultural uses in *Agricultural Preservation Areas*, as shown on the Future Land Use map (Map 6).
3. Ensure that the limited development that does occur within *Agricultural Preservation Areas* is sited and designed to preserve rural character to the extent possible.
4. Support appropriate opportunities for farmers to obtain non-farm income from the farm parcel.

Policies:

1. Preserve agriculture as the primary land use throughout the majority of the Town (see Map 6).
2. In areas designated as *Agricultural Preservation Areas*, limit land uses to agricultural production and uses directly associated with the farm, such as small family businesses and farmsteads, and limited residential development based on policies described in the Land Use chapter.
3. Direct new subdivisions, significant residential and commercial development, and other major non-agricultural developments to the Aztalan Hamlet and nearby cities and villages, and away from *Agricultural Preservation Areas*.
4. Guide the placement of homes, driveways, and other uses in *Agricultural Preservation Areas* to less productive soils and the edges of agricultural fields, as described in more detail in the Land Use chapter.
5. Discourage the establishment of new farm operations of over 500 animal units—and the spreading of manure from such operations—within ½ mile of any area planned for more intensive residential development, such as those areas mapped as *Exurban Residential* and *Aztalan Rural Hamlet* on Map 6: Future Land Use.
6. Work with the County to expand the current Aztalan Hamlet boundaries, as indicated in the 1999 Jefferson County Agricultural Preservation and Land Use Plan, to allow for more future development near the existing Hamlet rather than in more remote *Agricultural Preservation Areas*.
7. Promote the continuation of agriculture in the Town by encouraging agriculture-related businesses, value added agriculture, and other farm family business opportunities to supplement farm income.
8. Support farmland tax credits, use value assessments, reform in federal farm laws, and farmer participation in Federal and State programs (such as the State's Farmland Preservation Program) that encourage the continued use of land for farming and preserve long-term farming activities.
9. Cooperate with the County to promote and expand its Purchase of Agriculture Conservation Easement (PACE) Program.

Agricultural Resource Programs and Recommendations

Farming is a significant land use and economic activity within the Town. To ensure that Aztalan remains a strong farming community, local farmers must be able to make a decent living, large contiguous blocks of farmland must be preserved, and non-farm uses must be directed away from the Town's agricultural areas and toward areas where development already exists.

The Jefferson County Agricultural Preservation and Land Use Plan and the Town of Aztalan's *Comprehensive Plan* are both intended to advance the following agricultural preservation goals:

- ◆ Preserve the rural character and aesthetic quality of the County and its communities.
- ◆ Provide equity and fairness to owners of land with comparable resource and location characteristics.
- ◆ Minimize nonagricultural development on prime agricultural soils.
- ◆ Maintain the integrity of agricultural districts, allowing for accepted agricultural practices.

To reflect countywide farmland preservation policies and the Town of Aztalan's farmland preservation goals, the Town recommends the following approaches to preserve valuable agricultural resources:

Minimize Extensive Nonagricultural Development in Most Existing Farming Areas

Large amounts of residential development in agricultural areas disrupt rural character, fragment contiguous farmlands, and undermine agricultural productivity. There are numerous conflicts between such uses, including, noise, odors, use of roads, and hours of operation. In addition, agricultural operations often conflict with residential uses (e.g., noise, odors, road usage, and hours of operation.) Further, the intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers. To maintain the integrity of agricultural areas, the Town advocates minimizing the amount of residential development in areas planned for long-term agriculture. As described in greater detail in the Land Use chapter, most of the land in the Town of Aztalan is mapped as an *Agricultural Preservation Area*. This future land use category is intended to preserve large tracts of agricultural land through policies that limit land division and development within these areas.



Direct Intensive Development into Nearby Cities and Villages, and into the Aztalan Hamlet

Large-scale residential and commercial development projects, which have the greatest opportunity for conflicts with farming, should be directed away from the planned *Agricultural Preservation Areas*. The Town intends to direct intensive development (e.g., subdivisions, commercial and industrial uses) into the nearby cities and Village and the Aztalan Hamlet area when appropriate. The land proposed for future boundaries of the Aztalan Hamlet are shown on Map 7.

Support Efforts to Monitor and Regulate Large-Scale Livestock Operations

A growing number of dairy operations across the state have been expanding their herd size and modernizing their facilities to increase productivity and competitiveness. While promoting the continuation of agriculture is a priority in the Town, larger farms may raise concern among neighboring farmers, landowners, and residents because of the intensity of the operation and their impact on local roads, adjacent land uses and the environment. Concerns over animal feedlots and waste storage facilities may drive the County and Town to establish standards and procedures for regulating these types of uses.

Recognizing the importance of providing standards to guide the siting and operation of feedlots and waste storage associated with livestock operations, the Town may support appropriate animal waste management to accomplish:

- ◆ Further the appropriate use and conservation of lands and water resources;
- ◆ Define the location, construction, installation, alteration, design and use of animal feedlots and animal waste storage facilities;
- ◆ Minimize conflicts between municipalities, rural non-farm dwellings and agricultural operations; and
- ◆ Protect agriculture's ability to grow and change.

The State of Wisconsin has rules in place for the siting of new or the expansion of existing livestock operations with 1,000 or more animal units. The WisDNR requires concentrated animal feeding operations with 1,000 or more animal units to obtain a permit. This permit is called a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation permit (CAFO)—or a WPDES CAFO permit. These permits are designed to ensure that farm operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management practices to protect water quality from adverse impacts. Table 2.1 lists the performance standards the state has established for such operations.



Table 2.1: Large-Scale Livestock Performance Standards

Performance standard (Type of standard covered)	Conservation Initiatives
Control soil erosion to meet tolerable soil loss (I) calculated by RUSLE 2 (Revised Universal Soil Loss Equation). (Cropland)	Install contour farming, cover and green manure crop, crop rotation, diversions, field windbreaks, residue management, strip-cropping, and terrace systems. Related runoff controls: critical area stabilization, grade stabilization structures, sinkhole treatment, water and sediment control basins, waterway systems.
Construct, maintain and close manure storage facilities to prevent manure overflows and leaks. (Livestock operations and facilities)	Meet Natural Resource Conservation Service (NRCS) standards for construction, maintenance, and closure using technical standards: 313 (waste storage facility), 360 (closure of waste impoundments), 634 (manure transfer standard).
Divert clean water from feedlots. (Livestock operations and facilities within Water Quality Management Areas)	Install diversions, roof runoff systems, subsurface drains, and underground outlets.
<p>Enforce manure management prohibitions</p> <p>a. No overflow from manure storage facilities.</p> <p>b. No unconfined manure stacks within the Water Quality Management Area.</p> <p>c. No direct runoff from feedlots and manure storage facilities.</p> <p>d. No unlimited access of livestock to shore land that prevents maintenance of adequate sod cover. (Livestock operations and facilities)</p>	<p>a. Design and construct facilities to technical standards, maintain facilities including adequate freeboard, repair or replace facilities, as needed.</p> <p>b. Relocate manure piles, construct manure storage facilities.</p> <p>c. Install barnyard runoff control systems, including diversions, milking center waste control systems, relocating or abandoning animal feeding operations, roof runoff systems, sediment basins, subsurface drains, underground outlets, water and sediment control basin, wastewater treatment strips, well decommissioning. For manure storage facility runoff, see (b.) above.</p> <p>d. Install access roads and cattle crossings, animal trails and walkways, critical area stabilization, livestock fencing, livestock watering facilities, prescribed grazing, riparian buffers, stream bank and shoreline protection.</p>
Control nutrient runoff into waters of the state. (Cropland)	Develop and follow an annual nutrient management plan for applying fertilizer or manure. Base plans on soil tests conducted by Department of Agriculture Trade and Consumer Protection certified laboratory. Become qualified to prepare plan or use qualified planners. Apply nutrients according to UW-Extension recommendations for crops. Install additional conservation or management practices to reduce nutrient loading.

In addition to supporting the State requirements, the County and Town may consider creating an Animal Waste Management Ordinance to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses, and outline the management of animal units, odor, waste and nutrients, waste storage facilities, runoff, and animal mortality.

Work with the County on Farmland Conservation Easement Programs

Preserving farmland retains the Town’s rural character and economy. Jefferson County’s Farmland Conservation Easement Commission, formerly the Farmland Preservation Commission, was created in early 2007 to research, explore and undertake efforts to preserve farmland as the County continues to feel development pressure from all directions.

A Farmland Conservation Easement Program is currently available in Jefferson County. Conservation easements are voluntary, permanent legal agreements that limit the way land can be used. They do so by separating some of the rights of landownership—the right to develop, subdivide, or mine, for instance—from

the rest of the rights of ownership. Those separated rights are effectively extinguished by being transferred to a conservation-committed public agency, non-profit land trust, or both as easement co-holders. Landowners retain the right to own and sell property but the easements restrictions will always remain with the property and attached to the land title.

At the time this *Plan* was written, Jefferson County was in the initial stages of establishing and implementing a voluntary Purchase of Agricultural Conservation Easements (PACE) program to be overseen by the Farmland Conservation Easement Commission. As a result of the Jefferson County PACE program still being in its early stages of development, the County is currently asking landowners to consider donating their land for easements. Jefferson County encourages landowners to consult with a financial advisor, tax preparer and/or lawyer to determine if donating or selling their property's development rights is beneficial. More information on donating conservation easements and/or the Jefferson County emerging PACE program can be found on the County's website: www.co.jefferson.wi.us.

PURCHASE OF AGRICULTURAL CONSERVATION EASEMENTS (PACE) PROGRAMS

The Farmland Information Center describes Purchase of Conservation Easements (PACE) programs as programs that pay farmers to keep their land available for agriculture. At the time this Plan was written, Jefferson County was in the initial stages of establishing and implementing a PACE program.

Map 3: Agricultural Soils

NATURAL RESOURCES

A survey of Aztalan's natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. This information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, flood streams and stormwater management, and ground water protection.

Maintenance of these natural features is also important for

community character and appearance and for the maintenance of natural plant and animal communities. Map 4 in this *Plan* depicts the Town's key environmentally sensitive areas, some of which are described in more detail below. The Map does not necessarily show all of the lands inundated by flood waters in the summer 2008 floods.

Natural Resource Recommendations Summary

- ◆ Protect Environmental Corridors, flood plain areas, and other environmentally significant areas by discouraging development in these areas.
- ◆ Understand and help mitigate against future flood events like the summer 2008 floods.
- ◆ Protect surface and ground water quality by directing intensive development to the Aztalan Hamlet and nearby cities and the Village, promoting the use of vegetative buffers, and maximizing groundwater filtration in areas of new development.

Landforms/Topography

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities.

The Town of Aztalan falls entirely within the Southeast Glacial Plains Landscape. Understanding the distinct attributes of this landscape will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections. The topography in Aztalan was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. The terrain in and around the Town is fairly level with gentle changes of grade and few steep slopes.

Metallic and Non-Metallic Mineral Resources

Currently, there is one active commercial quarry in the Town of Aztalan, the Hausz Brothers Quarry, which is a 65.5 acre extraction site on County Highway N. Three other sites in the Town have held conditional use permits for mining in the past.

Under Wisconsin Statutes (§ 295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds office in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. Zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

Groundwater Resources

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater quality and quantity is important because private wells supply nearly all of the water for domestic, commercial and industrial uses in the Town of Aztalan. Additionally, the Town's streams and rivers are in part recharged by groundwater.

The quality and availability of groundwater in the Town is generally good. However, groundwater availability and quality will continue to be an important issue for all residents of Jefferson County. In the last few decades, the number of high-capacity wells in the region has increased to accommodate growth. Such deep wells not only threaten to deplete the aquifer, but also disturb areas of the aquifer in which natural contaminants are found in higher concentrations, such as radium, arsenic, lead, fluoride, and iron. Depletion of deep groundwater aquifers is already a serious concern for a number of communities in the more developed areas of eastern Wisconsin, such as Waukesha County.

In the Town of Aztalan, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater treatment systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

Watersheds and Surface Waters

The Town is located within the Upper Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and drains all or part of 10 counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. The main trunk of the Rock River flows south through the Town of Aztalan as well as through the cities of Watertown, Jefferson, and Fort Atkinson. The Crawfish River flows through the western portion of the Town, through Aztalan State Park.

Jefferson County administrates shoreland zoning regulations within 300 feet of navigable streams and rivers and within 1,000 feet of lakes and ponds. These regulations establish maximum clearance standards along shorelines and set minimum setbacks for development, among other standards.

The Rock River Coalition is a local organization whose mission is "to educate and provide opportunities for people of diverse interests to work together to improve the environmental, recreational, cultural and economic resources of the Rock River Basin." The Coalition organizes and participates in a variety of plans, programs, and projects related to water quality issues in the Rock River Basin.



Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in a 100-year storm event (i.e., a storm that has a 1% chance of happening in any given year). The State requires County regulation of development in floodplains within the Town. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property

damage. In the Town of Aztalan, floodplains are primarily located along the Crawfish River, the Rock River, and various creeks in the eastern portion of the Town. See the Map 4 for additional detail; however, this map should not be used as a substitute for the actual FEMA floodplains maps upon which these are based. Both the Rock and Crawfish River Basins experienced a major flooding for a period of several weeks in the June/July 2008 as a result of several days of extremely heavy rainfall in the region, which was preceded by the snowiest winter on record. Much of the flooding exceeded the FEMA 100-year flood plain limit.

Wetlands

Wetlands play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland habitats comprise approximately 7% (1,118 acres) of the Town's total land area, not including wetlands that are less than five acres in size. Wetland areas are scattered throughout the Town, but are most concentrated in the vicinity of surface waters and floodplains.

Jefferson County's zoning ordinance specifies shoreland/wetland overlay zone regulations, which control the use and development of wetlands within 300 feet of navigable streams and rivers and 1,000 feet of lakes and ponds in all unincorporated areas of the County, including the Town of Aztalan.



Woodlands and Natural Vegetation

Prior to European settlement, much of Jefferson County was covered with prairies, wetlands, oak savanna, and dense forests of basswood and sugar maple. Isolated, relatively pristine remnants of these native plant communities remain in several locations in the area, but the majority of the land has been converted to agricultural and urban land uses.

Environmental Corridors

The Jefferson County Agricultural Preservation and Land Use Plan identifies the location of environmental corridors in the Town; these are reflected on Map 6. Environmental corridors are continuous systems of open space that include floodplains, wetlands, public lands, contiguous woodlands and areas of habitat for rare and/or endangered species. Environmental corridors are located throughout the Town and generally correspond with other natural features. It is Jefferson County's policy to discourage development within areas that have been identified as environmental corridors. However, as documented in the County's Agricultural Preservation and Land Use Plan, if and when development is permitted within an environmental corridor, it is recommended that it not exceed one dwelling unit per ten acres.

Rare Species Occurrences

According to the Wisconsin Department of Natural Resources, there are occurrences of aquatic endangered species in the northern section of the Town of Aztalan (see Map 4). Detailed information regarding the types of endangered animals, plants, and natural communities can be found at the Department of Natural Resources' website: <http://dnr.wi.gov/org/land/er/workinglists/mapsbycounty.htm>.

State Parks and Natural/Wildlife Areas

The 172-acre Aztalan State Park lies within the Town. The majority of the park is prairie with approximately 38 acres of oak woods and some wetlands associated with the Crawfish River. Aztalan State Park is described in detail in the Community Facilities chapter that follows.

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the outdoors. Furthermore, these areas help protect and manage important habitat for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes.

The nearby 1,199-acre Lake Mills Wildlife Area is characterized by shoreland, marsh, wetland, savannah, and isolated wood stand habitats, and is open to the public for hiking, fishing, and bird watching. Although this area lies outside of the Town, various efforts are underway to link local natural and wildlife areas and other regional environmental remnants through a network of greenways and trails.

Natural Resource Goals, Objectives, and Policies

Goal:

1. Protect the unique natural and environmentally sensitive features of the Town, including wetlands, floodplains and other flood prone areas, rivers and streams, and sensitive soils.

Objectives:

1. Protect surface water and groundwater quality, as well as the various habitats associated with the Town's rivers and streams.
2. Direct development away from environmentally sensitive areas—particularly wetlands, floodplains and other flood prone areas, and sensitive soils.
3. Provide appropriate locations for new development in the Town, mainly near adjacent cities and the Village and in the Aztalan Hamlet, thereby reducing habitat fragmentation and better preserving the integrity of the regional ecosystem.

Policies:

1. Protect environmental corridors (shown on Map 4) as a composite of the Town's most sensitive natural areas, including wetlands, floodplains, and steep slopes, especially adjacent to future development areas.
2. Preserve environmental corridors by prohibiting new buildings in wetlands, stream banks, floodplains, shoreland setback areas, and on slopes greater than 20%. Strongly discourage placement of new buildings on hydric soils.
3. Evaluate the geographic extent of the summer 2008 floods and amend this *Plan* as necessary to direct new development away from those areas and encourage land conservation practices there.
4. Guide the location and design of development to minimize adverse impact on the quality of surface waters, aquifers, wetlands, steep slopes, woodlands and agriculture.
5. Protect surface water quality and groundwater quality by supporting streambank management, natural shoreline restoration, erosion control, river clean-up initiatives, proper agricultural practices, stormwater management, and the use of vegetative buffers.
6. Protect groundwater quality by avoiding the over-concentration of on-site waste treatment systems and seek alternatives that do not place drinking water and surface water at risk.

7. Request the submittal and implementation of nutrient management plans for high density agricultural operations expected to have large numbers of animals in any part of the Town to prevent non-point source runoff.
8. Carefully review proposals for mineral extraction operations, and the reclamation of existing mineral extraction sites.
9. Encourage landowner participation in programs that provide financial assistance and technical assistance for land management activities and land preservation efforts, particularly in flood prone areas, such as the Conservation Reserve Program, Managed Forest Law, Nature Conservancy, and the Conservation Reserve Enhancement Program.
10. Work with the State and County on the protection and enhancement of wildlife, threatened or endangered species, and natural resources in the Town.
11. Work with surrounding communities, the County, and the State to link natural resources preservation with recreational and economic opportunities.
12. Support the more detailed mapping of natural resources where it is apparent that a development proposal may impact these features, existing maps are in error, or changes have occurred to the features.

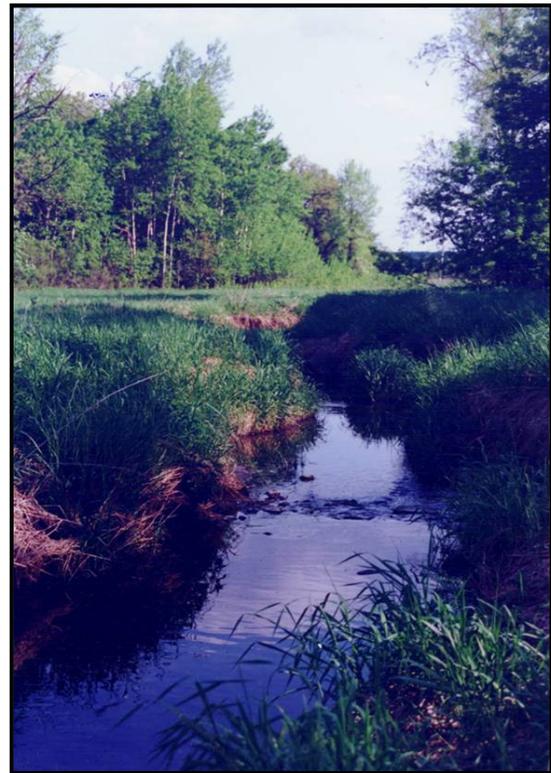
Natural Resource Programs and Recommendations

Protect Environmental Corridors and Other Environmentally Significant Areas

Environmental corridors are a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. Environmental corridors generally occur in a linear (corridor) pattern on the landscape (see Map 6 for *Environmental Corridor* delineations). Environmental corridors as adopted by the Town include the following areas:

- ◆ Floodplains
- ◆ Wetlands
- ◆ Public parks
- ◆ Recreation lands
- ◆ Conservancy lands
- ◆ Contiguous woodlands of greater than 10 acres
- ◆ Lands with a slope greater than 20%

New development should generally be discouraged in environmental corridors. Development types should be limited to those which will not impair the resource, and which are compatible to existing and proposed uses on surrounding lands. New homes and other buildings should not be placed in these areas if other, more appropriate, building sites are available outside the environmental corridor. Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development in mapped environmental corridors. The Town will encourage developers to minimize the “footprint” of any construction in corridor areas.



The environmental corridors depicted on Map 6 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands within that designation may be removed under one or more of the following circumstances:

- ◆ More detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or
- ◆ Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- ◆ A mapping error has been identified.

Pursue Flood Hazard Mitigation

The Rock River and Crawfish River are considered two of the Town's most valuable natural assets. These rivers enhance the Town's natural beauty and also serve as habitat for various species of plants and wildlife. However, threat of flood damage in the case of severe weather. As discussed earlier in the chapter, floodplains in the Town are primarily located along the Crawfish River and the Rock River. These rivers may exceed their banks during spring thaws and periods of very heavy rain. In rural areas such as Aztalan, this mainly leads to temporary road closures, erosion, and crop damage. In places of greater population density (e.g., Village of Johnson Creek, City of Jefferson, and City of Lake Mills) flooding can threaten homes, lives, health, economic activity, infrastructure, and the environment.

In summer 2008, southern Wisconsin experienced record flooding as a result of several days of heavy rain in June 2008, preceded by one of the snowiest winters on record. The lowlands around the Rock and Crawfish Rivers experienced some of the most significant flood inundation, in many cases extending beyond the floodplain lines depicted on Map 4.

In June of 2008, Wisconsin's Governor declared a state of emergency for 30 counties, including Jefferson County. Rising water on the Crawfish River forced WisDOT to close Interstate 94 between Lake Mills and Johnson Creek. Portions of Interstate 94 remained closed for over two weeks due to flooding of the Crawfish River and Rock River. Also during this time, the Johnson Creek Fire Department evacuated approximately 20 homes and 40 to 50 people for a trailer park west of Johnson Creek in the Town of Aztalan. In late June of 2008, FEMA declared a state of disaster for Jefferson County.



In June of 2008 severe weather ravaged southern Wisconsin and other portions of the upper Midwest, resulting in millions of dollars in flood and storm damage.

Photo source: Wisconsin Emergency Management Website

At the time this *Plan* was written, the full impact of and solutions to such flooding were still being discussed. These events emphasize the need to mitigate the damages of common natural hazards, such as severe weather and flooding, in order to protect the well-being of the Town and its residents. The Town may consider pursuing flood mitigation strategies including the following:

- ◆ The Town encourages pursuing regular community outreach and education, including information on floodplain regulations, floodproofing, and flood insurance. Outreach should include procedures for

homeowners, residents, and tourists during flood events, but should focus particularly on the coordination of emergency providers and on providing good information to local governments.

- ◆ The Town supports the assembly and dissemination of updated floodplain maps, or at least maps based on aerial imagery which depict the full extent of flooding in the Aztalan area, to aid in future development decisions, land conservation decisions, and responsible farm practices.
- ◆ The Town also supports the preparation of a Jefferson County All-Hazard Mitigation Plan to identify flood-prone areas, propose strategies for addressing them, and open the door to additional flood mitigation grants from FEMA. Some strategies that may be pursued in Aztalan include the relocation of certain structures, or the conversion of low cropland to conservation lands, particularly those affected by the 2008 floods.

Protect Surface Water Quality

As some new development in the Town continues, construction site erosion control and ongoing stormwater management are increasingly important issues. Although water quality in the Town's watersheds is generally good, soil erosion can quickly compromise this water quality. Tilled farmlands and unmanaged construction sites are some of the greatest contributors to off-site sediment runoff. The Town supports the conversion of flood-prone cropland to perennially vegetated areas to promote improvements to water quality, particularly during flood events.

Under State law, construction site erosion control plans are required for all sites over 1 acre in area. Any future development in the Aztalan Hamlet would also necessitate stormwater management. The Town intends to work with the County to promote ongoing stormwater management for subdivisions, future development in the Aztalan Hamlet, and other larger projects. Techniques include natural drainage swales, retention and detention basins, rain gardens on individual lots, and vegetative buffers adjacent to water bodies and other sensitive resources (see Figure 2.1). These techniques control the quantity and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas, such as the Crawfish River and Rock River, and may serve as important within groundwater recharge areas.

Protecting Aztalan's Surface Water Quality

Nearly 80% of community survey respondents "strongly believe" that the Crawfish River and Rock River should be protected as important natural features in the Town.

Nearly 80% of community survey respondents also agree that the Town should require the preservation of vegetative buffers around wetlands.

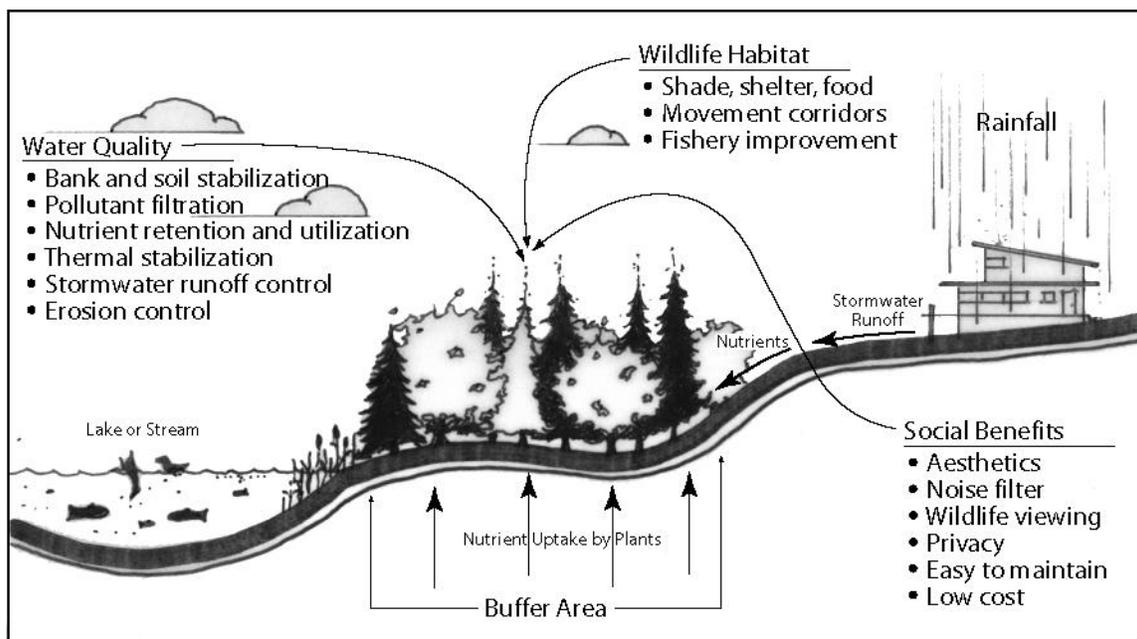
◆ **Vegetative Buffers**

Vegetative buffers provide many benefits, including the protection of water quality, flood control, stream bank stabilization, water temperature control for the Town's rivers. However, it is important to note that in flood-prone areas, trees may not be the best approach to water quality protection as they may interfere with the floodwater's ability to recede. Outside of flood-prone areas, trees and shrubs retained in buffer areas provide the benefit of privacy to residents and serve as nesting areas for birds. The following buffering techniques can maximize water quality protection, habitat, and erosion control benefits in buffer areas around the Crawfish River, Rock River, and other environmentally sensitive areas:

- ◇ **Landscaping with native sedges and grasses, broadleaf groundcover plants, shrubs, sub-canopy, and canopy trees, instead of mowed lawns.** A complete buffer contains a canopy tree layer, a mid-canopy layer (smaller or younger trees such as ironwoods, hazels, or willows), and a ground layer of shrubs, ferns, forbs, and native grasses.
- ◇ **Encouraging wide buffer areas.** Wide buffer areas generally increase water quality, wildlife habitat, and erosion control. The Town should encourage, farmers, developers and landowners to consider wide buffer areas.

- ◇ **Minimizing use of pesticides and fertilizers in the buffer area, and in flood prone areas that continue to be farmed.** These chemicals can leach into the rivers, compromising the water quality and killing insects that are important food for the fish, birds, and other wildlife.

Figure 2.1: Benefits of Vegetative Buffers



To effectively preserve water quality, continued water quality assessment will be critical. The Town will work cooperatively with the County and WisDNR to achieve this goal. The Town intends to make the WisDNR brochure “Benefits of Vegetative Buffer Zones” available at the Town Hall. In cooperation with the County, the Town may seek funds from State programs designed to assist in efforts to protect and enhance surface water quality in key areas, including:

- ◆ The WisDNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct best management practices themselves or contract with individual landowners to install such practices.
- ◆ The WisDNR River Protection Grant Program, which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along rivers. Grant dollars may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; nonpoint source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.

Protect Groundwater Quantity and Quality

Groundwater is the source for all of the Town’s drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping from groundwater use in portions of the Town with high concentrations of dwelling units. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. Through this *Plan* the Town supports several efforts to protect groundwater quality and quantity, including the following:

- ◆ **Minimize new development in areas susceptible to groundwater contamination.** In portions of the Town more highly susceptible to groundwater contamination, the Town will limit the location of commercial or other uses with the potential to emit pollutants into the soil or groundwater. Examples include gas stations or other uses that store fuel or other potential contaminants.
- ◆ **Ensure the proper placement and maintenance of on-site waste treatment (septic) systems.** Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed under the new “COMM 83” law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in the Utilities and Community Facilities chapter.
- ◆ **Maximize groundwater infiltration when new developments are proposed.** In the limited instances when the Town reviews more intensive development proposals such as new subdivisions or commercial development proposals, it will seek to minimize impervious surface areas and maximize the amount of water that can be infiltrated on site. This is a preferred approach to directing water off-site, both to replenish the groundwater supply and minimize surface water contamination.
- ◆ **Remain informed and involved in decisions pertaining to high-capacity wells.** Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. WisDNR will not approve wells that impair public water utility supplies, and has authority to deny applications for high-capacity wells should they have the potential to adversely affect the environment. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Aztalan over the planning period, the Town will strive to remain informed and involved in any WisDNR decision regarding high-capacity wells. One way to stay involved is through regular communication and providing public comment during Environmental Impact Statement review periods.
- ◆ **Work regularly to address circumstances that lead to dropdown.** There are cones of depression in the groundwater levels in and near Waukesha County, in particular, where there have been large amounts of rural development. These problems demand regional solutions, and the Town would like to participate in such solutions. The Town could also consider participating in cooperative groundwater management

Urban Density and Water Quality

It has been well-documented that urban development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes. Studies have indicated that water bodies become impaired when just 10% of the immediate adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in a given area is measured per building (or dwelling unit), versus per acre, research indicates that higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed (see USEPA report “Protecting Water Resources with Higher Density Development”).

Therefore, compact development is not inherently contrary to the goal of protecting water quality, provided the localized increases in impervious surfaces associated with higher density development are accompanied by appropriate stormwater and water quality management techniques for individual lots and neighborhoods.

plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.

Carefully Review Proposals for Mineral Extraction Sites and Enforce Reclamation

There is currently one mineral extraction operation (gravel pit) in the Town. Over the planning period, the Town intends to make itself aware of and carefully review any proposals for new extraction activities. Mineral resources have potentially significant economic, community character, and environmental impacts. Wisconsin now has administrative rules on the reclamation of nonmetallic mines (NR 135), but these do not cover many aspects of their operation. The Town will work to assure that applications for approval of extraction operations present a clear picture of proposed activities, through submittal of a complete description, a detailed site/operations plan map(s), and a reclamation plan.



In its review of proposals for new or expanded mineral extraction operations, the Town intends to consider the following issues:

1. The site will be developed and operated according to the site/operations plan.
2. Spraying of the site and driveways should be considered to control dust.
3. Requirements of a buffer area protecting adjacent land uses, restricting operations from occurring within 100 feet of a property line and restricting accessory buildings within 100 feet. Berms of a sufficient height, width and mass should be used for screening operations from neighboring land uses.
4. On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.
5. While excavation is in progress, the operator shall take effective steps to control erosion of all disturbed land surface areas – including planting, mulching, screening, stabilization, or other cover.
6. Require each operator to prevent any surface water or seepage from damaging the cut face of any excavations of the slope face of a hill. Operators should also drain any surface waters that are or might be concentrated as a result of a fill or excavation to a natural watercourse.
7. Access should only be through service points designated as entrances on the site/operations plan.
8. Hours of operation may be limited if the extraction site is close to residential properties.
9. Expectations for any blasting, drilling, screening and hours should be clearly understood.
10. If blasting or drilling is requested, additional standards may be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures. Maximum permissible noise levels for a site shall be no louder than 90 decibels at the nearest dwelling unit.
11. Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope. Fencing should be provided around any site being actively mined.
12. Evaluation of impact of increased traffic volumes is required.

13. The petitioner should have to furnish a certificate of insurance before operations commence. The Town should be listed as an “additional named insured” on the liability insurance policy.
14. Provisions for the upgrade, repair, and maintenance of Town roads may be appropriate. Posting a bond for such work may be required.
15. Require a site rehabilitation and reclamation plan.

In the case of inactive or sites anticipated to become inactive over the planning period, the Town will work with the operator and County to require a proper reclamation plan is prepared and followed. The Town may intend these areas for different land uses over the planning period.

Protect Rare Species and Wildlife Habitat Areas

Preservation of wildlife habitat and rare plant and animal species has many benefits. It enhances the quality of residents’ lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreational experiences. Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become “threatened” or “endangered,” thereby requiring federal intervention under the Endangered Species Act.

Map 4 shows all sections in the Town where rare plant or animal species and natural communities have been documented by WisDNR’s Natural Heritage Inventory (NHI). These could be aquatic or terrestrial species, plants or animals. NHI data is collected in the field on a continuous basis by biologists. However, it is important to note that not all sections of the Town have been inventoried for the presence of rare species. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available from WisDNR through the submittal of a “Wisconsin Natural Heritage Inventory Request Form.” As discussed previously, vegetative buffers may be an effective way to retain habitat while these areas experience development pressure, or to restore habitat where development has already occurred.

Build on the Town’s Natural and Cultural Resources to Promote Tourism

The expansion of Aztalan’s role in a nature-based tourism economy provides an opportunity for Town residents to enjoy the financial benefits of increased economic development while simultaneously preserving the area’s environment.

The area’s abundant natural resources make the Town particularly well-suited to attract growth in nature-based activities, including hiking, fishing, paddling, and wildlife watching. Aztalan State Park offers visitors a chance to view one of Wisconsin’s most important archaeological sites while enjoying acres of open prairie, oak woods, and rivers. The Lake Mills/Aztalan Museum is located just north of Aztalan State Park and includes two pioneer church buildings, other structures from the 19th century, and displays of pioneer life. The Rock River and Crawfish River are popular venues for fishing, canoeing and kayaking. The Crawfish River runs through the Aztalan State Park. The Town may work with the State to promote the enhancement and possible expansion of the Lake Mills/Aztalan Museum area and the creation of a recreation trail connecting the Town’s natural and cultural resources. A proposed trail linking the Glacial Drumlin State Trail to Aztalan State Park and future Aztalan Hamlet businesses are described later in the Transportation chapter.

Map 4: Natural Features

CULTURAL RESOURCES

Identifying valued aspects of the community's past and present is a key component of planning for the Town's future.

The area now occupied by the Town of Aztalan was settled by Native Americans for centuries before the arrival and permanent settlement by people of European descent in the 1830's. Aztalan's unique geographical history includes a number of flat-topped mounds, key features in the Town's landscape. Once called

"Ancient City" by settling pioneers around 1835, Milwaukee Judge Nathaniel F. Hyer renamed the area Aztalan because it resembled a place described in Aztec legend. Archaeologists have determined that the people of Aztalan may have been related to the inhabitants of Cahokia in southwest Illinois. Other artifacts and records have been carefully preserved through the efforts of individual citizens and organizations.

Cultural Resources Recommendations Summary

- ◆ Promote the Aztalan State Park and Aztalan Hamlet as community gathering places, balancing preservation, revitalization, and expansion.
- ◆ Preserve the Town's character by encouraging private land owners to protect or rehabilitate cultural, historical, and archeological sites.
- ◆ Cultivate a strong sense of community by celebrating the Town's rich farming heritage.

Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 26 documented structures or sites in the Town of Aztalan. This list includes the Abner Pettet Cabin, the Old Baptist Church, Hooper's Mill, Princess Mound, and numerous other locations. The Pioneer Aztalan Site is listed on the National Register of Historic Places. Additional information about these and other properties may be found at the Wisconsin Historical Society website at: www.wisconsinhistory.org/ahi/welcome.asp.

Lake Mills/Aztalan Museum

The Lake Mills/Aztalan Historical Society is a non-profit organization that runs the Lake Mills/Aztalan Museum. The museum is housed in the old Mambre Moravian Church located just north of Aztalan State Park. The museum site includes several historical structures from the area that were moved to the site in addition to exhibits, artifacts and records from the area's earliest settlement to the present. The Historical Society sponsors a festival every year on the Sunday closest to July 4th. The festival celebrates Aztalan's pioneer heritage and is held on the museum grounds.

Archeological Sites

The Wisconsin State Historical Society lists 215 Town sites in its Archeological Sites Inventory. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

The most famous of the area's archeological sites are found in Aztalan State Park. The Park contains archeological remains of a Native American settlement that flourished from around 1000-1300 AD. Evidence from the site indicates that a village of 500 residents once included fortified walls and pyramidal burial mounds.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public. The Wisconsin Historical Society has documented the Heger Site on Highway N as a protected burial site. This protection applies to the mounds and a five foot buffer, as required by Wisconsin law.

Community Special Events

There are a variety of special events that take place within the Town. These events include, but are not limited to:

- ◆ Aztalan Days (July)
- ◆ Solstice in the Park (June)
- ◆ Annual Picnic (August)
- ◆ Artifact Day(s) (September)
- ◆ Star Party Autumnal Equinox (September)

In addition, many Town residents enjoy events and cultural offerings in nearby cities and the Village.

Cultural Resource Goals, Objectives, and Policies

Goal:

1. Enhance and maintain the Town's cultural resources and rural character.

Objectives:

1. Preserve the Town's agricultural, cultural, historic, and archeological resources that celebrate the community's pre-settlement and early settlement periods.
2. Promote the Aztalan Hamlet and Aztalan State Park as the Town's "community center."

Policies:

1. Enhance the role of the Aztalan Hamlet as a community gathering place, balancing the preservation of its historic character with efforts to revitalize and perhaps expand the Hamlet in consort with the Aztalan State Park and its planning.
2. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town's farming heritage, rural way of life, and rich history.
3. Work with the State and County to maintain and promote activities in the Aztalan State Park and Lake Mills/Aztalan Museum to draw people to the area.
4. Encourage private landowners to preserve and rehabilitate identified cultural, historic, and archeological resources when specific sites are proposed for development.
5. Prohibit incompatible land uses (e.g. high traffic generators, noisy uses, or unattractive uses) from locating within or next to cultural and historic resources and residential areas.
6. Improve the appearance of existing development in the Town by:
 - ◆ Promoting redevelopment of abandoned, vacant, or obsolete parcels;
 - ◆ Providing sufficient off-street parking for new uses in these areas;
 - ◆ Working with the County on enforcement of property maintenance standards;
 - ◆ Promoting high-quality signage, architecture, site design, landscaping, and lighting; and
 - ◆ Considering attractive entrance signs for the Town and the Hamlet Area.

7. Work to retain the unique identity of the Town of Aztalan, particularly as it relates to the neighboring communities of Lake Mills, Johnson Creek, and Jefferson.

Cultural Resource Programs and Recommendations

Promote the Aztalan Hamlet as a Community Gathering Place

The Aztalan Hamlet serves as a central community gathering place, hosting venues for meetings, dining, establishments, and recreational opportunities. The Town intends to further promote the Aztalan Hamlet as the “Town center” by encouraging a mix of residential, business, recreation, and civic uses in this area, and by pairing its future success with that of the adjacent Aztalan State Park. The Town supports the moderate and well-planned expansion of the Aztalan Hamlet based upon the following guidelines (also see the Land Use chapter and Map 7):

1. Plan for a mix of small-scale commercial, community facilities, and residential uses.
2. Locate key community gathering areas (such as the Town Hall, Lake Mills/Aztalan Museum and restaurants/taverns) in close proximity to housing.
3. Arrange land uses to fill in the areas around the center with development served by new roads, rather than developing much further out in strips along current roadways (see Map 7).
4. Plan for an interconnected network of streets, extending and connecting to existing roads, where possible.
5. Establish community entry signs at the west and east ends of the Aztalan Hamlet. Over time, install wayfinding signs to points of interest including Aztalan State Park, Lake Mills/Aztalan Museum, area businesses, Crawfish River access points, and existing and future bicycling/walking trails.
6. Provide and support the provision of pedestrian/bike facilities that allow residents to safely access the Hamlet, the State Park, and the Glacial Drumlin State Trail on foot or by bike.
7. Encourage appropriate new uses to locate in the Hamlet, such as a rural-oriented businesses and a convenience store.



Protect Known Historic and Archeological Sites

As described earlier in this chapter, the Town of Aztalan has a number of historic and archeological resources. The area’s most famous archeological sites are found in Aztalan State Park and include remains of a Native American settlement featuring pyramidal mounds and a restored stockade. The two pioneer church buildings and other structures included in the Lake Mills/Aztalan Museum also are known historic sites in the Town. Native American burial mounds are also scattered throughout the Town and mostly are located on private lands. The Heger Site on Highway N, containing burial mounds, is



designated as a protected burial site. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. In situations where development is proposed in areas where historical and archeological resources exist, the Town will require developers to demonstrate how historical and archeological features will be preserved.

Retain and Enhance the Town's Unique Identity and Image

The Town of Aztalan is surrounded by three growing municipalities, including the City of Lake Mills, City of Jefferson, and the Village of Johnson Creek. As these communities grow, the Town will take steps to retain its unique identity. The Town intends to cultivate its strong sense of community identity by celebrating these characteristics, promoting a “hard edge” between city and country in collaboration with the adjacent municipalities, and supporting community separation areas between the Aztalan Hamlet and the City of Lake Mills.

One possibility for a Town event would be a farming heritage festival. This event could be held in the Aztalan Hamlet with activities such as farming demonstrations, activities for children, a pie eating contest, and a parade. Additionally, given the number of long-standing farm families in the Town, the Town may consider a program to recognize those farms that have been in a family for 150 years or more (e.g. “Sesquicentennial Farms”).



In addition to retaining the Town's unique identity, the Town will also take steps to retain and enhance the Town's image. Scenic beauty is very important to the character and culture of the Town of Aztalan. Many areas offer expansive views of the rolling landscape and natural features. Such areas include the Crawfish River and Rock River, Lake Mills/Aztalan Museum, Aztalan State park, wetlands, open spaces, and agricultural land. Many of the local highways afford spectacular views of the landscape. Poorly maintained properties and vacant buildings in some areas of the Town disrupt the desired character and natural beauty of the community. The Town intends to explore options for addressing this issue, and will consider enforcing design standards for new, rehabilitated, or redeveloped buildings, particularly in the Aztalan Hamlet. The Town will also work in cooperation with the County to enforce property maintenance codes. The Land Use chapter and Economic Development chapter provide more detailed recommendations related to this issue. Key rehabilitation areas are shown on Map 7.

Preserving the Town's Scenery

Approximately 73% of community survey respondents “agree” that the scenery of the Town should be preserved through sign and building appearance and placement regulations.

CHAPTER THREE: LAND USE

This chapter contains background information, goals, objectives, policies and recommended programs to guide the future preservation and development of lands in the Town of Aztalan. This chapter features maps and policies describing recommended future land uses over the 20 year planning period.

Existing Land Use Map Categories

Map 5, Existing Land Use, organizes existing land uses by the land use categories listed below. On Map 5, these categories indicate how land is currently being used, which does not necessarily reflect the current zoning designations or desired future uses.

- ◆ **Agriculture and Rural Lands:** Agricultural uses, farmsteads, open lands, vacant parcels, and very low density single-family residential development.
- ◆ **Public Open Space/Recreation:** Park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and publicly owned natural or habitat preservation areas. This category also includes the Lake Mills Conservation Club land.
- ◆ **Single Family Residential:** Single-family detached residential development.
- ◆ **Mixed Residential:** Two-family, multiple-family, and attached single-family residential development.
- ◆ **General Commercial:** A wide range of retail, commercial service, private recreational, office, community facilities, and outdoor sales land uses.
- ◆ **Community Facilities:** Larger-scale public buildings and uses, including cemeteries, churches, schools, museums, and outdoor facilities other than parks, hospitals, and special-care facilities.
- ◆ **Light Industrial:** Indoor industrial land uses and controlled outdoor storage areas.
- ◆ **General Industrial:** Manufacturing, warehousing, distribution, and office uses, sometimes with outdoor operations and open outdoor storage areas.
- ◆ **Surface Water:** Lakes, rivers and perennial streams.
- ◆ **Rights of Way:** Publicly-owned land for transportation uses, including roads, highways, and railroads.
- ◆ **Cell Phone Towers:** Locations of telecommunication transmission towers.
- ◆ **Well Setback Areas from Closed Landfills:** Known closed landfills (location signaled by an “L” on Map 5), including their 1,200 foot buffer with a circle, where the installation of a new private drinking well is generally prohibited under WisDNR rules, unless a waiver is granted. The actual 1,200 foot radius is measured from the edge of the nearest exaction area or, if unknown because it is a filled site, from the site’s property line.

Land Use Recommendations Summary

- ◆ Preserve the Town’s agricultural and natural character by limiting the number and influencing the siting of homes in long-term agricultural areas and environmental corridors.
- ◆ Encourage more intensive new development to be located in the Aztalan hamlet, along Highway 26, or near the cities and village.
- ◆ Work with the County and adjoining communities to arrive at mutually supportive land use plans for areas of overlapping jurisdiction.
- ◆ Work with property owners close to the cities and village to provide resources that encourage them to keep their land in the Town.

Existing Land Use Pattern

Map 5 depicts the existing (2007) land use pattern within the Town of Aztalan. Table 3.1 summarizes the existing acreage within the various land use categories in the Town, as presented on Map 5. The following is a summary of the development patterns depicted in this map.

Table 3.1: Existing Land Use Totals

Existing Land Use Category	Acres	Percentage
Agriculture and Rural Lands	13,547	85 %
Public Open Space/Recreation	307	2%
Single Family Residential	673	4%
Mixed Residential	3	<1 %
General Commercial	116	1%
Community Facilities	5	<1%
General Industrial	160	1%
Surface Water	369	2%
Rights of Way	823	5%
TOTAL	16,004	100%

Source: GIS Inventory, Vandewalle & Associates, 2007

The overwhelming majority of land within the Town is classified as agricultural land, punctuated by some scattered rural residential parcels. In general, the rural residential parcels created prior to 1999 are larger than those created since Jefferson County's Agricultural Preservation and Land Use Plan went into effect in 1999. The majority of residential subdivisions within the Town are concentrated near the Town's incorporated neighbors. The rural hamlet of Aztalan at the intersection of Highways B and Q consists of residences and limited commercial uses and community facilities, including a museum grounds. In the eastern half of the Town, nearly all of the residential, commercial, and industrial uses are located within one mile of Highway 26, including a large ethanol plant.

Land Development and Market Trends

Land development in the Town has been modest in recent years. During the past five years, approximately three new homes have been built each year. Anecdotal evidence suggests that more lots for future residential construction have been created over this same period, suggesting that the capacity for higher new home construction over in upcoming years may be greater. At the time of writing, the housing market throughout the region was very slow. Very little commercial development has occurred in the Town in recent years, with the notable exception of the establishment and expansion of an ethanol plant near Jefferson.

The Wisconsin Department of Revenue reported a 40% increase in the total equalized value of the Town of Aztalan between 1999 and 2006 (see Table 3.2). The trends in the land market in the Town of Aztalan suggest increasing land values and lot prices, at least through 2006 when the residential market slow down took hold. In contrast to several other communities in the area, however, Aztalan's value increases have been attributed mostly to value increases in pre-existing housing. According to the Wisconsin Department of Revenue, the average assessed value of existing homes in the Town was \$179,953 in 2005.

Table 3.2: Total Equalized Values

	1999	2006	% Change 1999-2006
Town of Aztalan	\$86,074,200	\$120,443,600	40.0
City of Lake Mills	\$247,841,300	\$428,067,300	72.7
Town of Lake Mills	\$151,569,200	\$265,249,900	75.0
Town of Farmington	\$87,177,200	\$122,910,600	41.0
Town of Jefferson	\$124,307,800	\$170,635,900	37.3
Town of Milford	\$62,058,900	\$94,619,000	52.5
Village of Johnson Creek	\$87,924,100	\$284,853,600	224.0
City of Waterloo	\$134,794,800	\$200,796,300	49.0
City of Jefferson	\$308,464,500	\$463,513,900	50.1
City of Fort Atkinson	\$537,797,500	\$858,736,000	59.7
City of Watertown	\$848,771,800	\$1,397,321,600	64.6

Source: Wisconsin Department of Revenue

Land Supply

The land supply for new development in the Town of Aztalan is influenced by several factors, including the following:

- ◆ The available supply of privately-held, undeveloped land in the Town, which is significant.
- ◆ Environmental constraints—mostly depicted on Map 4—which often result in structural and regulatory limits to development. These areas are particularly focused along the river corridors in the Town. Building limitations associated with environmental constraints will need to be measured and assessed by the developer and Town when a specific development proposal is being considered.
- ◆ Road access. Development potential is generally highest in areas close to existing roads, and lowest in more remote areas. The central and southwest parts of the Town, for example, have limited roads.
- ◆ Interest of property owners in development versus retaining their lands in their current uses—usually farmland. Many Town property owners do not wish to see development on their land.
- ◆ The policies and regulations of adjoining cities and the village within their respective extraterritorial jurisdictions and urban service areas. These policies can significantly limit non-farm development potential in the Town. Current city and village policies are described more fully in the Intergovernmental Cooperation chapter.
- ◆ Jefferson County’s plans, policies, and zoning regulations.

Jefferson County’s 1999 Agricultural Preservation and Land Use Plan outlines policies related to land use throughout the Town. Within the County’s plan, there are four future land use categories mapped within the Town of Aztalan: Agricultural Preservation Area, Rural Hamlet, Environmental Corridor, and land within the 20-year Urban Service Areas of neighboring municipalities.

The majority of the Town of Aztalan is classified as Agricultural Preservation Area in the County’s Plan. The County’s policies for this category vary based upon attributes such as soil quality and parent parcel size (i.e., all contiguous land under the same ownership). Landowners within the Agricultural Preservation Area are allowed to create new lots (and rezone out of the A-1 exclusive agricultural zoning district), but the lots generally can be a maximum of two acres and in no circumstances may a landowner create more than three

new lots. The County's Land Use Plan provides greater detail with respect to individual circumstances. The Jefferson County Zoning Ordinance is consistent with and implements its adopted Land Use Plan.

Therefore, per County policies, the supply of land potentially available for development includes parcels within the County's Agricultural Preservation Area that are considered "parent parcels" and that have not already been divided to their full extent, land within the designated Aztalan "hamlet" area that may be developed to greater densities under certain conditions, and already-developed parcels within the Town that are appropriate for redevelopment.

Projected Land Use Demand

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for future residential, agricultural, commercial, and industrial land uses in a community over the planning period. This *Plan* includes projections of land use demand over the 20-year planning period, in five-year increments. Projected land use demand, presented in Table 3.3, is then compared to the potential supply of land to meet that demand. The projections are based on the following data and assumptions:

- ◆ **New dwelling units per year:** Residential land use projections in the Town of Aztalan are based primarily on the number of new homes that are expected to be built in the Town in the next 20 years. The number of new homes expected was derived by using the projected increase in households presented in the Issues and Opportunities chapter, along with an extrapolation of recent building permit and lot creation activity.
- ◆ **Residential lot size:** The amount of land required to accommodate new homes will vary depending on the lot size on which the homes are located. The projections assume an average new residential lot size of two acres, which is consistent with Jefferson County policies.
- ◆ **Non-residential acreage:** Because the Town does not offer public sewer and water services, the amount of commercial and industrial development over the planning period is expected to be between four and five acres per five year period. The ratio between commercial and industrial development is expected to be about 50/50.
- ◆ **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. These projections utilized a 100% flexibility factor (i.e. total projected residential, commercial, and industrial land use needs were doubled).

Table 3.3: Projected Land Development Demand, 2005-2025

	2005-2010	2010-2015	2015-2020	2020-2025	Total Demand
Projected Additional Housing Units	15	15	12	12	54
Projected Residential Land Use Acreage Demand	30	30	24	24	108
Projected Commercial and Industrial Land Use Acreage Demand	5	5	4	4	18
Total Land Use Acreage Demand w/ Flexibility Factor	70	70	56	56	252

Source: Vandeville & Associates

These land use demand forecasts suggest that the Town should anticipate that about 126 additional acres of land will develop in the Town over the period between 2005 and 2025. The forecasts suggest that about double that acreage (250+ acres) should be made available for possible development that will remain in the Town. Future development planned on Map 6 and allowed under the policies of this *Plan* will provide more than enough capacity to accommodate the expected demand for residential and non-residential development under these projections, particularly given the residential splits that remain in planned *Agricultural Preservation Areas* on Map 6. There will also be more development that may occur following annexation of current Town lands into the village or cities.

It is reasonable to project that about one-half of the land that will be used for new residential and non-residential development in the Town will be taken out of agricultural production during each 5-year period. Therefore, the amount of agricultural land in the Town is projected to decrease by about 16 acres per 5-year period, based on development that remains in the Town. Annexation and development of land in the village or cities will also reduce the supply of agricultural land in the Town. However, because the Town has very limited control of the annexation process and the plans of adjoining communities, it would be very challenging for the Town to estimate the expected loss of farmland as a result of annexations.

Land Use Goal, Objectives, and General Policies

Goal:

1. Manage the extent, pace, character, location, and type of new growth in a manner that preserves the quality-of-life and rural agricultural character of the Town.

Objectives:

1. Preserve large blocks of land for agricultural and open space use, and minimize non-agricultural development on the best agricultural soils.
2. Consider the impact on agricultural operations and sensitive natural areas when reviewing new development proposals.
3. Direct concentrated new non-farm development to areas of existing development, the Aztalan Hamlet area, the Highway 26 corridor, and nearby cities and villages.
4. Work in tandem with the City of Lake Mills, City of Jefferson, Village of Johnson Creek, and Jefferson County to jointly achieve the Town's land use objectives.
5. Utilize the Town's resources in ways that offer the area something the rest of the County does not already offer (e.g. golf course, sports complex).

General Policies:

1. Follow the land use recommendations mapped and described in this plan (Maps 6 and 7) when making and advising on detailed land use decisions, such as land division and rezoning requests.
2. Maintain low densities of non-farm development in agricultural areas in tandem with property owners and Jefferson County to preserve the long-term future of agriculture in the Town.
3. Promote redevelopment and compact new developments that utilize existing roads and utilities and are located near "Smart Growth Areas", areas of existing development, wherever practical.
4. Plan for sufficient new residential and non-residential development, and discourage annexation of existing developed areas, to secure a diverse town tax base.
5. Encourage the placement of rural development adjacent to the existing Aztalan Hamlet, in other already developed areas generally shown as Exurban Residential areas on Map 6, and in small groupings in planned Agricultural Preservation Areas shown on Map 6.

6. Work to ensure proper siting of home sites to minimize farm, visual (rural character), and natural resource impacts where clustered lots are allowed in planned Agricultural Preservation Areas.
7. Ensure that incompatible land uses are not located close to one another, or are buffered through screening where nearby locations are unavoidable.
8. Enforce regulations (and encourage County support of regulations) designed to discourage incompatible uses (e.g. junk vehicle storage, poorly maintained lots), particularly in and around the hamlet area and other residential areas.
9. Assure that new developments are sustainable and positive for the community from a fiscal, transportation, economic, building quality, and environmental perspective, requiring developers to demonstrate this during the development approval process.
10. Promote compatible and complimentary land uses around Aztalan State Park.
11. Adopt and use high-quality standards for building, sites, landscape, signage, and lighting design in new development projects.
12. Consider requiring applicant submittal and Plan Commission approval of a complete site and building plan plans before any commercial, institutional, industrial, or residential use is allowed to be established or expanded. A complete site and building plan submittal—at least for nonresidential uses—would likely include a site inventory, site layout plan, landscape plan, exterior lighting plan, signage plans, and building
13. Work to secure greater input and flexibility in County zoning decisions, staying within the overall framework laid out in County plans and ordinances.

Preserving and Enhancing Town Character

“Community Character” is a term often used to describe the way a community looks, feels, and functions. A community’s character is a function of the relationships between the built environment, the natural environment, and the people who live in, work in, or visit the community. Character refers to much more than just where different land uses are located. Communities are usually comprised of different, but ideally compatible, components that make up their overall character.

As Aztalan continues to change in the future, it will be important for the Town to establish standards so that new development projects have a positive impact on the way the community looks and feels. Such standards should specifically address components such as building quality, the careful relationship of agricultural and open spaces to new non-agricultural development, and the preservation and enhancement of community entryways and historic or culturally significant buildings and places.

Many Town residents recognize the value of living in a community that has retained its agricultural character, while, at the same time, having sustainable development opportunities and reasonable access to urban amenities and services. As Aztalan experiences growth pressures, the community will be challenged to maintain and enhance its character and rural flavor. Identifying the characteristics that make Aztalan a desirable place to live will help the Town better protect and build upon its assets as some new development happens.

The Town of Aztalan will strive for new development that is integrated with the landscape versus dominating it. The following guidelines will help to achieve this goal:

1. Retain large blocks of productive agricultural areas and “century farms”.
2. Maintain clear separation between developed areas and long-term farming areas and work to manage growth and secure reasonable businesses for the cities and the villages.
3. Focus new development in “clusters” of allowable homesites at low overall densities in agricultural areas.
4. Use existing vegetation and additional landscaping to screen and soften new development.
5. Limit placement of development in environmental corridors.
6. Integrate development with existing topography and landscape patterns.
7. Minimize the number of driveways on public roads.
8. Reinforce the Aztalan “hamlet” area as the civic heart and gathering place for the Town.
9. Concentrate new development and redevelopment in the Aztalan “hamlet” area, along Highway 26, and inside or at edges of other existing development areas.

Land Use Programs and Recommendations

The Future Land Use Map (Map 6) and the Aztalan Hamlet Neighborhood Plan (Map 7) indicate recommended future land uses over the 20-year planning period and their location within the Town. The *Plan* takes into consideration the supply of developable land and projected demand, and also the policies of the County and nearby governments. The *Plan* addresses areas with existing incompatible or conflicting land uses, and recommends a pattern to prevent or minimize potential new conflicts in land use. Maps 6 and 7, along with the recommended policies and programs listed in this chapter, will be used to guide Town decision-making on future land use changes.

Changes in land use to implement the recommendations in this *Plan* will be at the request of property owners. This *Plan* will not compel property owners to change the use of their land. Instead, Map 6 and the policies in this chapter will guide the Town in its review of development proposals. Not all land identified for development on Map 6 will be appropriate for rezoning or development approval immediately following the adoption of this *Plan*. Instead, the Town will consider the best timing to achieve the recommended future land use pattern over the 20-year planning period.

Maps 6 and 7 use numerous future land use categories to describe the Town’s desired type and the future location of different land uses over the 20-year planning period. Desired future land use categories shown on Map 6 in the Town of Aztalan are described below, along with descriptions of where these land uses should be promoted in the Town, policies related to each future land use category, and approaches for preserving and enhancing the overall Town character.

Agricultural Preservation Area

Description: The *Agricultural Preservation Area* future land use category is established and mapped on Map 6 to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, maintain farmer eligibility for farmland preservation incentive programs, and preserve the rural and aesthetic quality of the area.

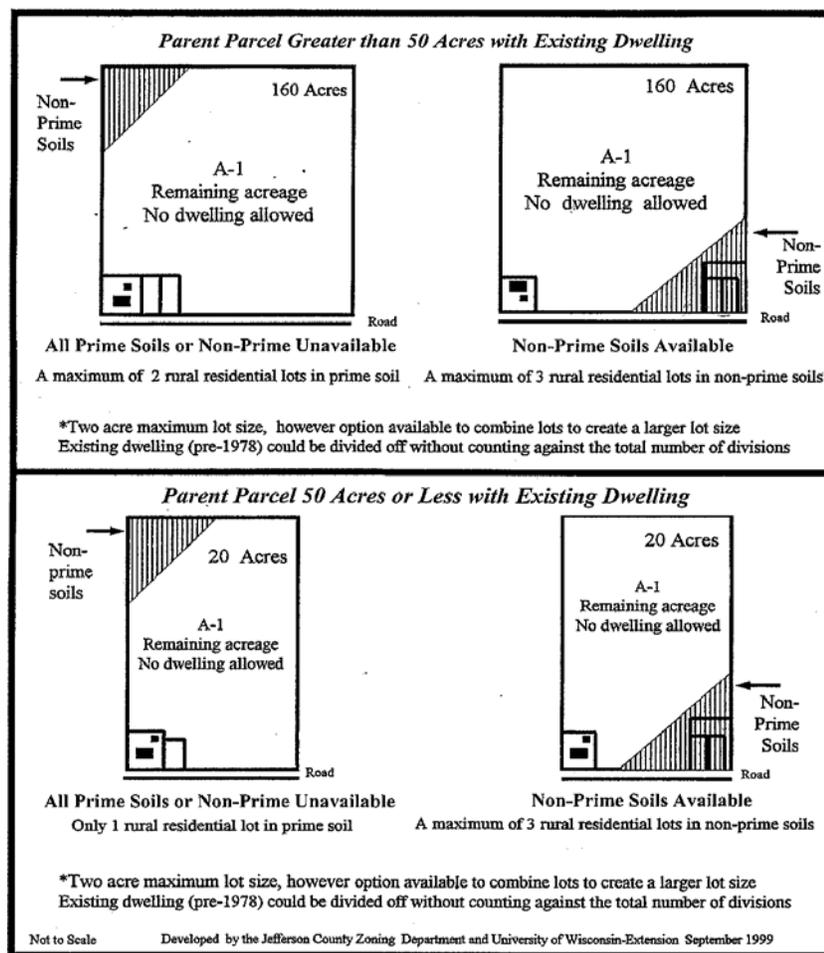
This category focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term suitability for farming. This category also includes

scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations, small family businesses, and mineral extraction operations (policies and recommendations regarding mineral extraction operations are found in Chapter Two: Agricultural, Cultural, & Natural Resources.) The majority of the Town of Aztalan is classified as *Agricultural Preservation Area* on Map 6.

Policies and Programs: The following policies and programs for this future land use category, in areas on Map 6 where this category is shown, reflect the County’s policies for future land use:

- ◆ Within the *Agricultural Preservation Area* as shown on Map 6, limit housing, as prescribed by Jefferson County Plans and Zoning (see Figure 3.1), limiting land divisions to 3 lots in the nonprime agricultural

Figure 3.1: County Policies for *Agriculture Preservation Areas*



land areas, or 1 to 2 lots in prime agricultural land areas, dependent on whether the parent parcel is less than or greater than 50 acres. Rural residential lot size is limited to 2 acres per lot with possible lot combinations for larger lots on nonprime lands (e.g. substitute one 6 acre lot for three 2 acre lots.)

- ◆ Attempt to work with the County to influence the definition of what are considered “prime” and “nonprime” soils to better consider areas that are more or less suitable for farming based on considerations that go beyond soil quality (e.g., land configurations, parcel sizes). In general, the Town would like to consider those soils depicted as being within Class I and Class II soil types, as shown on Map 3, as being prime soils.
- ◆ Work with the County on policy adjustments to potentially allow for home siting on woodlots that are underlain with Class I and Class II soils.

The Future of Agricultural Lands

When asked about the future directions of the Town of Aztalan, more than 78% of community survey respondents agreed that the Town should not allow new homes to be built on the best agricultural lands.

Agricultural Transition Area

Description: The *Agricultural Transition Area* future land use category is established and mapped on Map 6 to identify certain lands in proximity to the City of Lake Mills, City of Jefferson, Village of Johnson Creek, and Aztalan Hamlet area to be preserved in mainly agricultural uses until such time as more intensive development is deemed appropriate by the local governmental unit(s) with jurisdiction. The areas shown in the *Agricultural Transition Area* on Map 6 are generally areas included in the 1999 Jefferson County Agricultural Preservation Plan as being within an urban service area.

Policies and Programs: The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

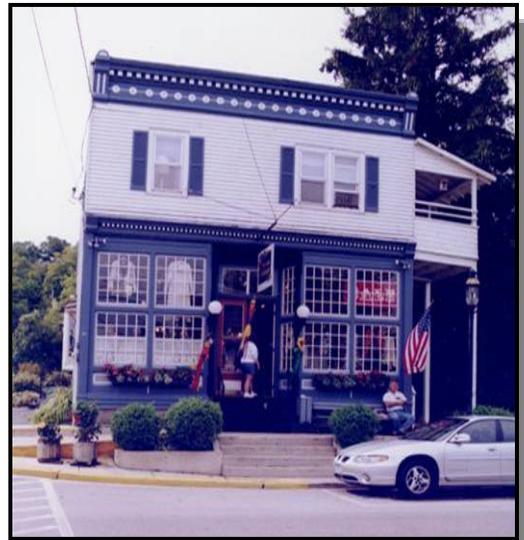
1. Limit new development within the *Agricultural Transition Area*, in accordance with all policies applicable within the *Agricultural Preservation Area*, until such time as that land is deemed appropriate for development by the Town or is removed from the Town’s jurisdiction. Some exceptions to these policies for already-developed lands within these areas may be necessary.
2. Require all permitted non-farm development projects to be designed in a manner to not impede the orderly development of the surrounding area with more intensive development in the future.
3. Continue to engage with the City of Lake Mills, City of Jefferson, Village of Johnson Creek, and applicable property owners on joint plans and agreements to further determine the type, timing, and other aspects of future development within the *Agricultural Transition Area* and potential adjustments to the sizes and extent of the *Agricultural Transition Area* based on possible intergovernmental agreements, The Intergovernmental Cooperation chapter contains more detailed guidance on future plans and agreements with Lake Mills, Jefferson, and Johnson Creek.



Aztalan Rural Hamlet

Description: This future land use category is intended to identify certain lands for housing, small-scale commercial and institutional uses in a clustered, higher density manner that minimizes adverse impacts on agricultural land and maintains the rural character of the Town. This area is focused around the historic Aztalan hamlet area, near the intersection of CTH B and CTH Q. In order to make the Hamlet area more attractive for an appropriate mix of new development and redevelopment, the Town believes that existing property conditions in the central part of the Hamlet should be improved and that new development should be built around existing and new recreational amenities. The Aztalan Hamlet Neighborhood Plan, presented as Map 7, represents the following key areas for the future development and redevelopment of the *Aztalan Rural Hamlet*:

- ◆ **Proposed Exurban Residential:** This development area shown on Map 7 suggests areas for future single family residential lots. This designated area is located mainly north of the existing developed parts of the Aztalan hamlet, with some lots providing river views. Development for recreational purposes, such as a golf course or sports complex/fields, is another use that may be compatible for areas designated Exurban Residential. Recreation developments will be considered on a case-by-case basis.
- ◆ **Proposed Commercial:** This future development area represents areas proposed for future commercial development. These designated areas are located both west of and in the heart of the existing Aztalan hamlet. On the west side, near the intersection of Highway B and Gomoll Road, the Town envisions larger sites for rural commercial uses like small contractor shops, storage uses, and offices desiring a rural location and services. Some of these areas may be conversions of existing residential and agricultural lots, if desired by the property owners. Closer to the intersection of Highways B and Q, a smaller proposed commercial area is envisioned for more “village” or neighborhood character commercial development.
- ◆ **Residential Rehabilitation Area:** This area shown on Map 7 represents places in which the Town will particularly support housing rehabilitation, property clean-up, and continued maintenance. These actions will be important for the aesthetics in the area, and the willingness of other property and business owners and potential future residents to invest in this area.
- ◆ **Aztalan State Park and Lake Mills/Aztalan Museum:** The Town supports the continued growth and health and activity in these key places that reflect the Town’s cultural and natural heritage. Increased park and museum activities and exposure will increase compatible commercial development opportunities in the hamlet. All new development in the *Aztalan Rural Hamlet* should be sited and designed in a manner to not negatively affect park or museum goals or views.
- ◆ **New Recreational Amenities.** The Town supports attracting new and enhanced recreational amenities to provide an anchor for new residential and business



The Aztalan Rural Hamlet Area could grow to include additional small businesses.

development in the Hamlet. This may include marketing the area for a golf course community—particularly north along the river—or an indoor/outdoor recreational complex serving the Aztalan-Lake Mills-Jefferson-Johnson Creek area. The point would be to differentiate the Hamlet from other places where housing may otherwise develop in the larger area.

- ◆ **Potential Park Activity Relocation:** This suggested residential development area represents a current undeveloped Town park location within the *Aztalan Rural Hamlet* (Tews Memorial Park), north along Highway Q. The Town will consider relocating current park activities in this area to the nearby Aztalan State Park, and the selling of this land for perhaps two residential lots. Tews Memorial Park was gifted to the Town of Aztalan, and therefore, the Town must look into potential deed restrictions on the property before considering any sale of the land.
- ◆ **Proposed Streets:** The Aztalan Hamlet Neighborhood Plan also indicates a proposed future street pattern aimed at creating connectivity between future residential, commercial, and civic and recreational development, and opening up logical areas for additional development. Several of these proposed streets are located within already-platted street rights-of-way.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Maps 6 and 7 where this category is shown:

1. Follow the neighborhood plan map (Map 7) and the additional policies in this section when making future land use decisions in this area.
2. Consider requesting approval from Jefferson County for an expansion of the “Hamlet Growth Area” previously delineated in the 1999 Jefferson County Agricultural Preservation and Land Use Plan to reflect the extent of the *Aztalan Rural Hamlet Area* shown on Map 6, and encourage County adoption of Map 7 into the County’s pending Comprehensive Plan.
3. Advocate for City of Lake Mills acknowledgement of this Hamlet Plan in its City’s Comprehensive Plan and/or an intergovernmental agreement with Lake Mills.
4. Encourage the placement of rural development adjacent to the existing rural hamlet in areas that have soil conditions and other characteristics suitable for private on-site waste treatment system development.
5. Require land proposed for new development to have direct access to a public road. Development of the land should not divide farm fields or create parcels that disrupt the economic viability and productivity of the farm.
6. Design all new lots to allow for the construction of driveways suitable in length, width, design, and slope for emergency vehicle travel.
7. Encourage the County to provide wider paved shoulders within the *Aztalan Rural Hamlet* area when CTH B and CTH Q are repaved or rebuilt, for both parking options and safer bike and pedestrian movement.
8. Advocate that Jefferson County install 4-way stop signs at the intersection of Highways B and Q.
9. Refer to the “Design Guidelines for New Development” listed in the call out box below for new development design standards. Also, for development policies affecting lands planned for residential development in the *Aztalan Rural Hamlet*, see the *Exurban Residential* land use category section later in this chapter. For development policies affecting lands planned for commercial development in the *Aztalan Rural Hamlet*, see the *Commercial* land use category section in this chapter.

Design Guidelines for New Development within the *Aztalan Rural Hamlet*

- ◆ Encourage the design of new buildings, roads, and other features to foster a cohesive and compact settlement pattern surrounding an identifiable commercial core.
- ◆ Promote shared driveways and new driveway access from local roads over County highways wherever possible. Support the construction of new Town roads where necessary.
- ◆ Preserve natural vegetation along the edges of all the Crawfish River, and the preservation of mature trees and existing topography.
- ◆ Require all new development to provide at least one front yard canopy tree per 50 feet of public street frontage.
- ◆ Promote the creation of safe and efficient pedestrian and bicycle access within the *Aztalan Rural Hamlet*, by constructing new, interconnected local streets and wider paved shoulders on County highways.
- ◆ For new buildings, incorporate architectural design that fits the context of the surrounding neighborhood, the historic structures on the Museum grounds and in Aztalan State Park, and the overall agricultural character of the Town.
- ◆ Encourage all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should have at least one canopy tree for every 12 parking stalls.
- ◆ Screen all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside from public rights-of-way and neighboring properties. Promote board-on-board fences at least 6 feet in height as the “standard” screening approach for such areas.

Exurban Residential

Description: This future land use category is intended for mainly single-family housing, potentially with groupings of two or more houses. New housing in lands mapped in the *Exurban Residential* category will generally be served by individual or group on-site waste treatment (septic) systems. New *Exurban Residential* development areas shown on Map 6 are generally located in and adjacent to existing areas of single family housing in the Town. The *Aztalan Rural Hamlet* area will also accommodate new *Exurban Residential* use.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Maps 6 and 7 where this category is shown:

1. Direct as much future housing development as possible away from farming areas, allowing well-planned residential development in the planned *Exurban Residential* areas.
2. Consider certain types of small-scale, non-residential uses such as churches, day care centers, parks and walking trails as generally appropriate within *Exurban Residential* areas.
3. Work with the developer and County to determine which zoning district(s) is most appropriate to implement this future land use category when considering future rezoning requests.
4. Prohibit “pre-zoning” lands for development within the *Exurban Residential* areas in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before supporting the rezoning of lands to the appropriate development-based zoning districts.

5. Avoid the creation of long cul-de-sacs and permanent dead-end streets wherever possible. Where a cul-de-sac is required, lengths of 1,000 feet or less are promoted.
6. Discourage new lots for residential building sites of over two acres.
7. Refer developers to the policies in the Housing and Neighborhood Development chapter when designing new neighborhoods/subdivisions.
8. Consider a future housing development to be built around the old quarry when the quarry is no longer in operation and is filled.
9. Strongly discourage placement of new buildings in *Environmental Corridors*, as shown on Map 6, and in other sensitive environmental areas.
10. Require the provision of public access at regular intervals as part of the subdivision plat for new development adjacent to waterways and public natural areas. The developer should mark these areas in the field with a permanent sign and the area should be maintained by either a homeowners' association or the Town for perpetual public access.
11. Require new developments to implement progressive stormwater management, erosion control, and flood protection practices (see the Natural Resources chapter).
12. Work with the owners of *Exurban Residential* areas close to incorporated areas to provide resources to support their continuing to remain in the Town.
13. Provide resources to Town residents who live in *Exurban Residential* areas located close to incorporated areas to encourage them to keep their land in the Town.

Future Residential Development

When asked what the most important factors are when siting new homes in rural areas in the Town of Aztalan, Town survey respondents generally wanted to keep homes off the best farmland and away from sensitive natural resources, like wetlands and rivers.

Environmental Corridor

Description: The *Environmental Corridor* land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. Jefferson County identifies environmental corridors as natural areas and environmentally sensitive areas that contain floodplains, wetlands, public parks, recreation lands, conservancy lands, contiguous woodlands of greater than 10 acres, and land with a slope greater than 12%.

For lands within the Town, *Environmental Corridor* is mostly associated with the Crawfish River, the Rock River, drainageways and stream channels, floodplains and wetlands, and undeveloped areas nearby these natural features. In addition to the Crawfish River and Rock River *Environmental Corridor* areas, large areas designated as *Environmental Corridor* are found in the north central and eastern regions of the Town. Uses within this land use category are regulated under a variety of Federal, State, and County regulations.

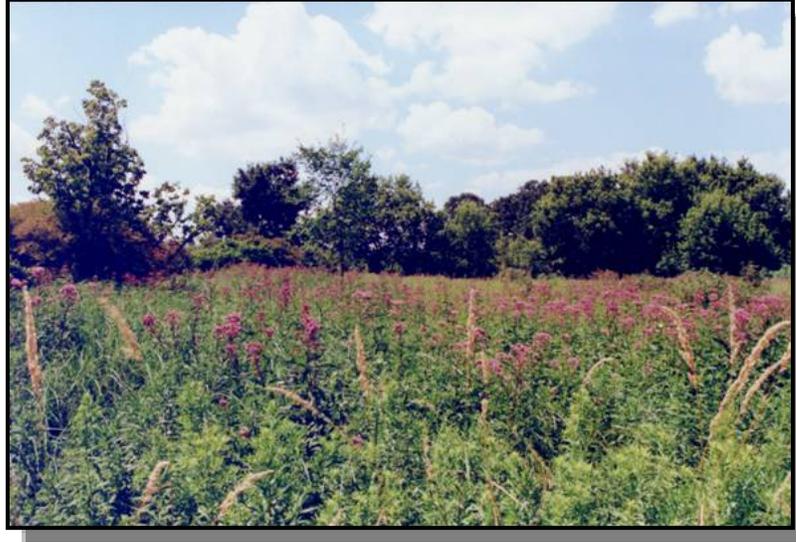
Policies and Programs: The following policies and programs are recommended for this future land use category:

1. Promote the protection and preservation of environmental corridor systems.

Protecting the Environment

When asked about the future directions of the Town of Aztalan, 86% of Town survey respondents agreed that the Town should actively seek to protect the environment when land use changes are proposed.

2. Discourage development in mapped *Environmental Corridor* areas to preserve the many benefits these natural systems provide to the community (see Agricultural, Natural, & Cultural Resources chapter).
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within *Environmental Corridors*.
4. Subject all proposed nonagricultural development within designated *Environmental Corridors* to site plan review to evaluate the development's potential impact on the environment.
5. Promote public access for passive, compatible recreation purposes where safe to do so and compatible with private property rights within *Environmental Corridor* areas.



Public Open Space/Recreation

Description: This future land use category generally includes all publicly-owned land designated as town park, county park, state park or wildlife areas. The *Public Open Space/Recreation* category mainly includes Aztalan State Park, Bicentennial County Park, and the Glacial Drumlin State Trail, and the Lake Mills Conservation Club land.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 6 where this category is shown:

1. Continue to stay informed about the progress of refinement and implementation of the Aztalan State Park Master Plan to make sure the Town's interests are considered.
2. Work with the County and State to identify how current activities and expanded functions of Aztalan State Park, Bicentennial Park, and the Glacial Drumlin State Trail could contribute to recreational and economic development opportunities for the Town (e.g. locating outdoor recreation shops, diners, etc. along the trail or in the hamlet area).
3. Ensure that new residential development provides public park and recreational facilities, or pays fees in lieu of such facilities, to support recreational uses in the Town.
4. Design future planned development around and with access to *Park and Open Space* areas without negatively affecting these areas from an environmental or public access standpoint.
5. Ensure accessibility to parks for age and ability groups through installation of appropriate improvements within parks and adequate pedestrian connections to parks.

Commercial

Description: This future land use category is intended for and mapped in areas appropriate for indoor commercial, retail, service, tourism-oriented, office, contractor shops, and community facility uses, excluding manufacturing, warehousing, and distribution uses. *Commercial* areas are generally planned along the Highway 26 corridor, in the Aztalan "hamlet", and close to the City of Lake Mills, City of Jefferson, and Village of Johnson Creek.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Maps 6 and 7 where this category is shown:

1. Allow a range of types and scales of commercial uses within lands shown under this future land use category, except where limits are suggested under the *Aztalan Rural Hamlet* section above or on Map 7.
2. Base approval of all commercial development proposals on a complete site and building plan submittal, and on the degree to which the project fulfills the goals, objectives and policies of this *Plan*.
3. Follow the design standards for new commercial uses in the Economic Development chapter of this *Plan*. Consider requiring a site plan submittal for all new commercial development and include specific standards for all new and expanded uses mapped in this future land use category for lighting (dark sky provisions), landscaping, parking and loading (number and placement of spaces), and building and sign design and layout.
4. Promote reasonable advertising of new business uses without promoting sign clutter or competing signs.
5. Promote the redevelopment of aging commercial and residential properties, particularly along Highway 26 and in the Aztalan “hamlet”.
6. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
7. Require buffers between new commercial development and nearby existing or future residential uses to reduce conflicts such as traffic noise and light pollution.

Future Commercial Development

When asked where additional business growth should be located in the Town, the top community survey responses were near the Highway 26 corridor and close to the cities and village.

Industrial

Description: This future land use category includes manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. Uses in this future land use category include those with characteristics that make them less compatible with most other land uses and may require additional separation, screening, and buffering. These areas should be located near arterial roads but away from existing or planned residential areas and high visibility community gateways whenever possible.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 6 when this category is shown:

1. Within lands shown under this future land use category, allow a range, type, and design of industrial uses. Approval of the development proposal should be based on a complete site and building plan submittal, and the degree to which the project fulfills the goals, objectives and policies of this *Plan*.
2. Ensure performance standards are established and enforced to limit the impact of *Industrial* land uses on adjacent and nearby property. These standards should place enforceable limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.
3. Consider requiring site plan submittal for all new industrial development and include specific standards for all new and expanded uses mapped in this future land use category for lighting (dark sky provisions), landscaping, parking and loading (number and placement of spaces), and building and sign design and layout.
4. Ensure that future industrial development is appropriately separated or buffered from existing and planned residential development.

5. Ensure any existing or new general industrial use provides safeguards to the quantity and quality of water resources.
6. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.

Community Facilities

Description: This future land use category is designed to facilitate larger-scale public buildings, schools, religious institutions, power plants, hospitals, special care facilities, and other civic buildings. Maps 6 and 7 generally show existing locations of such facilities.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 6 when this category is shown:

1. Require and review a detailed site and operations plan before new or expanded *Community Facility* uses are approved.
2. Consider the impact on neighboring properties before approving any new or expanded *Community Facility* use.
3. Encourage collaboration among the Highway Department, fire/EMS, police protection, and other providers of services delivered to the Town residents.
4. Amend this plan before new larger *Community Facilities* uses are sited in areas not yet shown on Map 6 for their future location.

“Smart Growth Areas”

Wisconsin’s comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

This *Plan* designates areas within the Village of Johnson Creek, City of Jefferson, and City of Lake Mills as “Smart Growth Areas” as defined above. The Town encourages intensive industrial, commercial, and residential projects to locate in or near villages or cities where utilities and greater community services are available or can be efficiently extended. Access to sanitary sewer and water services, as well as the existing development, commercial establishments, and road infrastructure make development in these areas more efficient and cost-effective. In Aztalan, these are the Village of Johnson Creek, City of Jefferson, and City of Lake Mills

In the context of rural areas of the Town, “smart growth” is defined as that which limits non-agricultural, non-forestry development and is planned to minimize the consumption and fragmentation of agricultural, forest, and recreation land, the number of driveways on existing roads, and the length and number of new Town roads. Therefore, this *Plan* reflects an effort to apply “Smart Growth” principles to the entire Town. These principles are brought forward in the goal of directing new Town residential and commercial development into and around the Aztalan Hamlet.

Map 5: Existing Land Use

Map 6: Future Land Use

Map 7: Aztalan Hamlet Neighborhood Plan

CHAPTER FOUR: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Aztalan. The chapter also compares the Town's transportation policies and programs to county, state, and regional transportation plans.

Transportation Recommendations Summary

- ◆ Work with the County and State to maintain highways as well as work to maintain, upgrade, and ensure safety on Town roadways.
- ◆ Support a four-way stop at County Highways B and Q and road access control to create a safer and more efficient road system.
- ◆ Coordinate with partners on the enhancement and creation of existing and new recreation routes and trails to improve opportunities for residents and visitors, particularly in the Aztalan Hamlet/Aztalan State Park areas.

Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The Town of Aztalan is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or near the Town. This section describes the existing conditions of transportation facilities in the Town. Map 8 shows existing and planned transportation facilities in and near the Town.

Roadways

Interstate 94

Interstate 94 runs east–west across the north edge of the Town, although there are no interchanges in the Town. Interstate 94 serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis and La Crosse with Milwaukee and Chicago. The Wisconsin Department of Transportation Corridors 2020 Plan designated the Interstate as a “backbone” route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc.

In 2006, the average daily traffic count on Interstate 94 near Aztalan, to the west of Johnson Creek, was 33,900 vehicles.

State Highways

State Highway (STH) 26 traverses the southeastern corner of Aztalan, running from the City of Jefferson to the Village of Johnson Creek. In 2006, the

Roadway Functional Classification System

Wisconsin's functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The four main functional classes include:

- ◆ **Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways.
- ◆ **Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.
- ◆ **Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas.
- ◆ **Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility with through traffic movement usually discouraged.

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15

traffic count on STH 26 was 12,400. The STH 26 expansion project, scheduled for 2009-2011, will dramatically alter the function and character of the highway corridor. The project involves the expansion of certain portions of STH 26 to a four-lane, divided highway. This project involves the construction of at least one interchange and several bridges within the Town. In conjunction with the STH expansion project, bike trail/lanes are proposed that will run along Jefferson Road from Johnson Creek south until Jefferson Road meets up with Highway 26.

STH 89 runs through the southwestern corner of the Town. In 2006, traffic volumes on STH 89 were between 3,600 and 3,800 on its Aztalan stretch.

County Trunk Highways

There are three County Trunk Highways (CTH) in the Town of Aztalan. CTH Q runs north-south on the western side of the Town and experienced daily traffic volume counts in 2004 around 940. Average daily traffic volumes in 2004 on CTH N, running north-south on the eastern side of Aztalan, were 1,000. CTH B, which runs east-west in the northern portion of the Town and connects Lake Mills and Johnson Creek, experienced average daily traffic volume counts ranging from 3,300 to 3,600 – making it the primary east-west local traffic route through the Town.



Local Roadways

Local roadways in the Town complement the county and regional transportation network, as well as provide access to individual properties. Examples of Town roads in Aztalan are: Mansfield Road, Harvey Road, Popp Road, and Ziebell Road.

Bridges

The bridges in Aztalan cross the Rock and Crawfish Rivers along Interstate 94 and cross Interstate 94 on CTHs Q and N. The State maintains jurisdiction over the I-94 interchanges, and the State and Jefferson County maintain bridges in the Town.

Airports

There are two airports with hard-surfaced runways in Jefferson County. The City of Watertown Airport is located at 1741 River Drive and has an average of 159 operations per day. The Fort Atkinson Municipal Airport is located at N3465 County Road K, between Jefferson and Fort Atkinson, and has an average of 30 operations per day.

The Dane County Regional Airport (DCRA) is located 28 miles west of Aztalan in Madison and offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area. Renovations completed in June 2006 have increased the total square footage from 126,000 to 278,000 in the passenger terminal, expanding additional counter queuing areas, baggage claim areas and restaurants and shops. Annually, there are nearly 116,000 aircraft landings and takeoffs from three runways. DCRA is served by 13 commercial air carriers with over 100 scheduled flights per day and two air freight airlines.

General Mitchell International Airport in Milwaukee, known in some quarters as “Chicago’s 3rd Airport”, is located about 60 miles from Aztalan. Mitchell’s 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 42 gates. The airport terminal is open 24 hours a day. The Airport has five hard-surfaced runways and encompasses over 2,100 acres.

Other passenger travel is available through Chicago Rockford International Airport in Rockford and through O'Hare and Midway Airports in Chicago.

Rail

The Union Pacific Railway operates the freight lines east and north of the Town from the Twin Cities area on the western border of Wisconsin, east across the state to Milwaukee and south along Lake Michigan into Chicago. A branch of this line traverses southeast Aztalan, running from Jefferson to Watertown. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills. The ethanol plant in the Town is served by this line.

The Hiawatha Amtrak passenger trains connect Chicago and Minneapolis and the closest passenger stops are located in Columbus and Milwaukee. The Canadian Pacific Railroad branch line that runs through Watertown and Waterloo to the north has been identified as a potential future high speed passenger rail route, connecting Madison and Milwaukee, under the Midwest Regional Rail Initiative.

Bicycles and Walking

Developed in 1986, the Glacial Drumlin State Trail is one of Wisconsin's most utilized bike trails. The trail runs 52 miles from Cottage Grove in Dane County, through Jefferson County and Aztalan to the Fox River Sanctuary in Waukesha. The majority of the trail is smooth, crushed limestone, while the 13 mile eastern end near Waukesha is paved.

According to the Wisconsin Department of Transportation, CTH Q and CTH N (north of CTH B) provide the best bicycle routes in the Town, due to their paved shoulders. According to WisDOT, these highways provide the "best conditions for bicycling." CTH Q provides a north-south route that intersects with the Glacial Drumlin State Trail. State Route 89 and CTH N (south of CTH B) provide "moderate conditions for bicycling." Bicycling is discouraged on CTH B due to high traffic volume and "undesirable conditions."

Public Transportation and Para-Transit

Jefferson County provides specialized transportation services designed for use by elderly or disabled persons. To be eligible for specialized transit services, an individual must be at least 55 years of age or be disabled. Transportation services are provided to all areas within Jefferson County in wheelchair-accessible vans.

Truck and Water Transportation

Semi-truck transportation is concentrated along Interstate 94, STH 26, CTH B and CTH V. There is no waterborne freight or passenger transit in the Town.

Review of County, State, and Regional Transportation Plans

The following is a review of county, state, and regional transportation plans and studies relevant to the Town. The Town's transportation plan element is consistent with these state and regional plans.

Wisconsin State Highway Plan (2000)

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no Aztalan-specific recommendations.

Wisconsin Southwest Region Highway Improvement Program (2006)

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,753-mile state highway system which is administered and

maintained by the Wisconsin Department of Transportation (WisDOT). The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

While the 11,753 miles of state highways represent only 10.5% of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5% of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually.

The 2006-2011 Highway Improvement Program includes the State Route 26 reconstruction project referenced above. The project is estimated to take place from 2009-2011. This is a major reconstruction project that will expand State Route 26 to four lanes and will include a bypass of Jefferson.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

The Translinks 21 Plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This report documents a statewide highway network designed to provide essential links to key centers throughout the state, to shape a comprehensive, integrated, multimodal transportation blueprint to set the framework for our future policies, programs and investments. Translinks 21 addresses the highways, airports, railroads, water ports and urban transportation systems that carry people and goods throughout Wisconsin and provide safe, dependable access to and from Wisconsin communities and help promote regional and statewide economic development.

This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. There are no Aztalan-specific recommendations.

Wisconsin Bicycle Transportation Plan 2020 (1998)

The Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Aztalan-specific recommendations, the plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin.



Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This *Plan* provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

Wisconsin Department of Transportation Park and Ride Plan

This Plan calls for establishment of a park and ride facility near or in the City of Lake Mills close to Interstate 94.

Wisconsin Department of Transportation Connections 2030

Currently under development, Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services of several modes such as highways, local roads, rail, air, transit, etc. When completed, the multimodal corridors will accomplish these key goals: portray key connections 2030 recommendations; prioritize investments; and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans.

Jefferson County Agricultural Preservation and Land Use Plan (1999)

This *Plan* provides a vision and guidelines for growth, development, and land preservation in Jefferson County over the next 20 years. In regard to transportation, the plan outlines existing facilities as well as general recommendations for improvements. This *Plan* includes recommendations that will impact the Town of Aztalan if implemented. These recommendations include the STH 26 bypass around the City of Jefferson and highway improvements to Interstate 94 east of the Crawfish River. The plan also recommends preserving existing rail service in the County.

Jefferson County Bikeway/Pedestrianway Plan (1996)

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages. The plan is scheduled to be updated in the next few years.

Connecting Jefferson County's Parks and Communities: Proposed Trail Linkages (2005)

This document provides a review of general trail design guidelines recommended for Jefferson County trails, which include connectivity, wayfinding, viewsheds and vistas, meandering paths, visible road crossings, and signage. Using input from GIS analysis, stakeholders, and Jefferson County natural features, the plan proposes two potential trail routes for the western section of the County: a 26-mile Waterloo-Crawfish River Loop and an 18-mile Fort Atkinson Loop. The plan also includes recommendations for several additional trail connections throughout the County. Specific recommendations for the Aztalan area include trail connections from the I-94 underpass to Aztalan State Park to the Glacial Drumlin Trail.

Transportation Goals, Objectives, and Policies

Goal:

1. Provide safe and efficient roads that meet the needs of multiple users and minimizes impacts on landowners and farmers.

Objectives:

1. Maintain a safe and efficient road network.
2. Ensure that transportation system improvements are coordinated with land use planning and land development.
3. Participate in multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the Aztalan area.
4. Support facilities and services for biking, walking, and other modes of transportation.

Policies:

1. Implement a Town Road Improvement Program (TRIP) to provide for updating Town roads, and seek funding for these projects.
2. Upgrade Town roads to current standards to the extent practical when repaving or reconstructing those roads, but do not over-design those roads beyond rural standards.

3. Work with the County and State to ensure safety on the roadways by:
 - ◆ Exploring signage and speed zones to encourage motorists to reduce their speeds, particularly where there are a significant number of adjacent driveways or curves in the road. An area cited as problematic is the intersection of CTH B and CTH Q in the Aztalan Hamlet. This area may be in need of speed reduction and/or the implementation of a four-way stop because of existing safety concerns, growth of Lake Mills and Johnson Creek, and a potential increase in residential and commercial development near the intersection.
 - ◆ Discouraging the use of Town roads for through and truck traffic by designating weight limits where appropriate.
 - ◆ Along State and County highways, reducing the number of private or single-use accesses wherever practical and promoting joint driveways to increase traffic safety and preserve rural character.
 - ◆ Working with the County to ensure maintenance of roads to meet acceptable standards for safe bicycling, particularly along designated bicycle routes.
4. Support access control and rural character objectives by discouraging “side of the road” development on main roadways.
5. Plan for a network of interconnected new roads in the Aztalan Hamlet to control highway access, preserve rural character, and improve access to deeper parcels.
6. Make sure new development projects pay their own way for impacts they have on Town roads and other infrastructure. One way to ensure this is by implementing a Town road impact fee for any new development. A second way is when new development projects are proposed, particularly large-scale proposals, require the developer to ensure Town roads are upgraded or created to accommodate traffic as a completion of development approval.
7. Accommodate bicycle traffic on less traveled Town and County roads by ensuring Town roads provide a decent surface for bicyclists. Special treatment, such as paved shoulders for bicyclists, should be limited to County roads.
8. Consider increasing connectivity, like a trail, between Lake Mills/Aztalan Museum and Aztalan State Park to enhance recreational and business opportunities.
9. Continue to support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.
10. Continue to participate on appropriate state, regional, and county transportation planning efforts that may have an impact on the Town and its transportation system, including initiatives related to water, rail, truck transportation, and recreational (walking/bicycling) trail routes.
11. Consider adopting an official map over the planning period only if future changes in the Town warrant.

Transportation Programs and Recommendations

The Town's existing transportation network includes, federal, state and county highways, complemented by a network of Town roads. This section describes key recommendations for the Town's transportation facilities.

Work with the County and State to Maintain Highways

The Town intends to continue to work with WisDOT, Jefferson County, and its neighboring communities to coordinate appropriate improvements to existing federal, state, and county highways and bridges. Any improvements to these arterial and collector roads will have important implications for many of the land use recommendations provided in this plan.

In addition to working with the County and State to maintain highways, the Town will also work to maintain, upgrade, and ensure safety on Town roadways by:

1. Advocating for appropriate improvements to the intersection of CTH B and CTH Q, including the potential implementation of a four-way stop. Crossing-path crashes at major intersections are the most frequent types of crashes in Wisconsin's rural areas.
2. Discouraging the use of local Town roads for through and truck traffic by designating weight limits where appropriate.
3. Ensuring maintenance of roads to meet acceptable standards for safe cycling, such as by removing obstacles and encouraging paved shoulders, particularly along all of CTH B and along CTH Q between CTH B and the Glacial Drumlin State Trail.
4. Identifying and addressing problem intersections through techniques like signage and reconstruction.
5. Supporting applications to federal and state programs and funding sources, such as the Transportation Enhancement Grant program, available to the County and the Town for transportation projects. Additional information on these programs is available from the WisDOT Southwest Region office in Madison and from the University of Wisconsin Transportation Information Center.
6. Working with the State during the State Route 26 reconstruction project. Likewise, the Town intends to be involved in any County highway projects to ensure that Town interests are represented and to add local knowledge. Key issues include property owner involvement, access controls and consolidation of existing access where possible, setbacks, driveway spacing, visibility, turning or passing lanes, shared parking opportunities, road and right-of-way appearance, and cross access between properties to minimize curb cuts and traffic on the highway.

Improving Intersection Safety

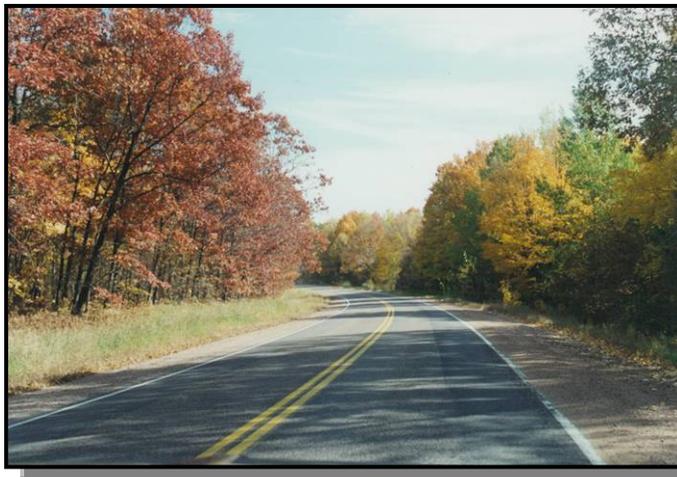
Town residents have expressed concerns over a number of accidents, a few of them fatal, which have occurred at the intersection of CTH B and CTH Q. These concerns, coupled with a potential increase in business development in the Aztalan Hamlet area, as growth in Lake Mills and Johnson Creek at either end of CTH B, provide the Town with valid reasons to petition the County to implement a 4-way stop at this intersection. A 4-way stop would assist in calming traffic and enhancing driver and

Support Road Access Control through a Driveway Ordinance

WisDOT controls the number, spacing, and design of all access points along state and federal highways, while the Jefferson County Highway Department controls access along county trunk highways. The Town may consider controlling access along more heavily traveled Town roads through the addition of a driveway ordinance. The purpose of access control is to reduce the number of potential conflict points along a road and create a more safe and efficient flow of traffic. Ideally, access management techniques are applied to road corridors that are just beginning to experience development pressure.

Through a driveway ordinance, all new driveways would require approval by the Town Plan Commission or Board, and driveways would need to be constructed to Town specifications. Town policy should encourage shared driveway access between homes to minimize direct access onto Town roads, and this policy should be considered whenever the Town reviews development proposals. Other techniques the Town may consider through a driveway ordinance and development review are:

- ◆ Limiting the number of access points allowed for each property.
- ◆ Promoting connectivity between neighboring parcels and parcels across from one another.
- ◆ Restricting access points a certain distance from one another and from an intersection.
- ◆ Requiring “restricted driveway access areas” on development plans where appropriate.
- ◆ Guiding the placement of driveways to protect sight distance.



Continue to Support Alternate Transportation Options

The Town supports alternate transportation options to serve all Town residents over the planning period. The Town will continue to support and identify needs for specialized transportation services for the elderly, persons with disabilities, and low-income persons, such as the existing Jefferson County public and paratransit transportation services designed for use by elderly or disabled persons.

Coordinate with Partners on Recreational Routes and Trails

Several State and Regional partners are proposing the creation of recreational routes within the Town of Aztalan as part of their broader plans. The Town will stay informed about these plans and represent the interests of Aztalan in the projects as they progress. Several of the projects are as follows:

- ◆ **The Jefferson County Parks and Communities’ Proposed Trail Linkages Plan:** This plan has recommendations for the Aztalan area including a proposed bicycle “trail” connection from I-94 to Aztalan State Park to the Glacial Drumlin State Trail in place of the existing bicycle “route” (see Map 8). The proposed bicycle trail would also accommodate rollerblades, wheelchairs, and cross country skiers and snowmobiles. The trail would be separate from roads when possible and paved in urban areas.
- ◆ **The Aztalan State Park Master Plan:** This plan also contains plans for the addition of bicycling and walking trails within the Aztalan State Park and one proposed trail that would extend beyond the current State Park boundaries (see Map 8).
- ◆ **WisDNR’s Glacial Heritage Area Project:** This proposed project intends to work with willing landowners (primarily in western Jefferson County) to protect and link conservation lands in a network that collectively provides a wide variety of readily accessible, nature-based recreation opportunities that are compatible with and foster natural resource sustainability along the Glacial Drumlin State Trail.

Cooperation among property owners, local governments, WisDNR, and other agencies will be necessary to implement these trails. The Town intends to coordinate with Jefferson County, the State, and residents on these trails, enhancing existing routes, improving marking of recreational routes in the Town, and establishing wayfinding signage to the new trails. Various funding sources are available through WisDNR and WisDOT to fund additional trail construction. In addition, the Town should consider advocating for paving four to five foot wide shoulders on all County highways when they are reconstructed to accommodate bicycle traffic. Traffic volumes on Town roads are generally low enough to safely accommodate bicycles without the installation of paved shoulders.

Map 8: Transportation and Community Facilities

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the Town of Aztalan. Map 8 highlights several of the utilities and community facilities described below.

Utilities and Community Facilities Recommendations Summary

- ◆ Continue to provide Town residents with the existing rural facilities and service levels currently offered by the Town.
- ◆ Support efforts to enhance the high quality recreational assets in the Town, such as the State Park and Trail.
- ◆ Inventory Town parkland and determine most appropriate future use and ownership.

Existing Utility and Community Facilities

Town Facilities

Town facilities include Town Hall, a storage building and the maintenance shop. These are located along CTH B in the northcentral part of the Town. No significant changes or upgrades to these facilities are expected to be needed over the next 20 years.

Law Enforcement

The Jefferson County Sheriff's Department provides law enforcement services to Town residents. The Sheriff's Department operates out of the City of Jefferson. These services are considered adequate by the Town.

Fire and Emergency Medical Services

The Town has service agreements with three separate Fire/EMS providers. The Town has agreements with Johnson Creek Fire/EMS, Lake Mills Fire/EMS and Jefferson Fire/EMS – all for different parts of the Town. The Town retains partial ownership of Johnson Creek Fire/EMS.

Libraries

The nearest public libraries are located in Lake Mills, Johnson Creek and Jefferson. The Town does not intend to have its own library.

Parks and Recreational Facilities

Several parks are located within the Town. These are shown on the Existing Land Use map as “Public Open Spaces/Recreation”, and are described below.

◆ **Aztalan State Park**

Aztalan State Park is a 172-acre archaeological treasure located along the Crawfish River. The park includes some of the state's most important archaeological sites, including an ancient Middle-Mississippian village and ceremonial complex that are between 700 and 1,000 years old. The people that lived in the village built large flat-topped pyramidal mounds and a stockade around the village. Certain portions of the stockade and two mounds have been reconstructed and are available for viewing. The Park consists of mostly open prairie and oak woods and has some basic amenities such as a picnic shelter. The Park's archeological significance and natural beauty make it an ideal educational and interpretive center.

In 2003 the Wisconsin Department of Natural Resources' Natural Resources Board adopted the Aztalan State Park Master Plan. According to that plan, the site will be used for education and interpretation of its

archaeological resources, as well as limited and compatible recreational uses. Improvements recommended to enhance visitors' experiences include: picnic areas, interpretive nodes, trails, bridges and a visitors center. The plan calls for compatible recreational uses such as picnicking, hiking, fishing, canoeing and cross-country skiing. The plan recommends purchasing access easements to allow public access to Signal Hill, which provides striking views of the park and the entire river valley. It also recommends expanding the park's southeastern boundary. The Park's value as a historic site can be enhanced over time by preserving the character of lands surrounding the



Park. To achieve this goal, the State has emphasized the need for a “visual buffer” surrounding the park, which would be maintained through the purchase of development rights and scenic easements on lands surrounding the Park. The area within which the State will consider purchasing such easements or development rights is shown on Map 8 as the “Aztalan State Park Master Plan Project Boundary.” If and when opportunities become available, the State will also consider purchasing land surrounding Signal Hill, as well as a corridor of land connecting Signal Hill with the Park. See the Intergovernmental Cooperation chapter for further details of how the Aztalan State Park Master Plan relates to with the Town's proposed Aztalan Hamlet Neighborhood Plan.

◆ **Bicentennial Park**

Jefferson County's Bicentennial Park consists of 109 acres located on Highway 26 in the eastern portion of the Town. The northern boundary of the park borders the 20-year Johnson Creek Urban Service Area. The 22-acre Jefferson County Dog Park is located on the site. About 65 acres of open space on a drumlin outside of the dog exercise area is equally divided between cropland, currently rented by a farmer, and an oak-hickory woodland located on the east slope of the drumlin. The woodland is in transition from oak-hickory to maple-basswood woods. The northern part of the woodland has a population of spring ephemerals. Buckthorn, honeysuckle and multi-flora rose are invading the woods.

◆ **Rock River Park**

Jefferson County's Rock River Park (or Johnson Creek) Park consists of 4 acres and is located on CTH B about one half mile west of Johnson Creek on the shores of the Rock River. The park offers a boat landing, fishing, picnicking, open space, and a flowing artesian spring. The shelter and restrooms are ADA accessible. The river shoreline has been stabilized with riprap.

◆ **Town Parks**

The Town owns and maintains a few small parks associated with residential subdivisions. Most notable is a park along the Rock River in the Riverview Heights subdivision just north of the City of Jefferson. That park is presently undeveloped, but features river access. There also is a small park north of the City of Jefferson and west of Bicentennial Park on River Hill Drive, which features a swing set, climbing structure, and baseball backdrop. On the north side of Frankie Lane, off of Indian Head, there is approximately 1.2 acres of unimproved park. The Aztalan Hamlet area is home to Herbert Tews Memorial Park located just north of CTH B on CTH Q. Tews Park currently contains only an open, mowed field.

◆ **Other Nearby Parks, Public Open Space/Recreation and Trails**

- ◇ **Rock Lake Park:** This 23 acre park, located northwest of the Town on CTH B, is owned and maintained by Jefferson County and includes a playground, boat ramp, picnic areas, and restrooms.
- ◇ **Glacier Drumlin State Trail Head:** This 1.1 acre public area in the southeast part of the Town connects to the 47 mile Glacial Drumlin State Trail and also serves as a rest area with picnic tables, bike racks and a shelter. The facility is maintained by the Wisconsin Department of Natural Resources.
- ◇ **Lake Mills Fish Hatchery:** This 72.5 acre facility is not primarily intended for use as a publicly accessible recreational facility, but provides a green space amenity and promotes fishing and outdoor recreation by virtue of its mission. The Fish Hatchery is owned and operated by the Wisconsin Department of Natural Resources and includes 27 artificial ponds used to raise stocks of coho salmon, northern pike, and walleyes for purposes of stocking lakes throughout the state with these species.

Power Distribution and Telecommunications

The Town's electricity service is provided by WE Energies.

The quality of Town's power and power distribution depends in part on the status of the power providers and infrastructure in the surrounding area. The American Transmission Company owns and operates the electric transmission lines and substations in the eastern portion of Wisconsin. ATC's 10-Year Transmission System Assessment Summary Report, Zone 3, which includes the Town, identified numerous system potential limitations such as low voltages, transmission facility overloads and transmission service limitations. In addition, according to ATC, load growth in southern Wisconsin will necessitate reinforcements to the transmission system in the 2009-2015 timeframe. Numerous projects are planned in Zone 3 to address these issues. Specifically, the Jefferson-Lake Mills-Stony Brook transmission line is being updated to a 138-kV line to addresses low voltages and overloaded facilities. This line connects the Cities of Jefferson and Lake Mills and runs through part of the Town along Highway 89.

Telephone service, cable service, and internet service is available through TDS Telecom.

Cellular Phone Towers

There are three cell phone towers within the Town. Two are located in the northern part of the Town, in close proximity to Interstate 94.

The third is located along Highway 26 near the City of Jefferson. Their locations are depicted on Maps 5 and 8.

Water Supply and Wastewater Treatment

The Town of Aztalan does not provide municipal water service or wastewater treatment to its residents, and has no plans to provide such service. All of the Town's households and businesses currently obtain their water supply from private wells and dispose of wastewater through private on-site waste treatment (septic) systems.

Public sewer and water services are available in nearby cities and the Village. However, all of these communities require annexation prior to new connections to such utilities.



Solid Waste Disposal and Recycling

Garbage collection in the Town of Aztalan is provided by private haulers. Recyclables are also collected.

Schools

The Town of Aztalan is divided among three school districts: Jefferson School District, Johnson Creek School District, and Lake Mills Area School District. Enrollment in each individual school, as well as enrollment for the district as a whole, is shown in Table 5.1 below. School District boundaries are shown on Map 1.

Table 5.1: School District Enrollment, 2001-2006

District-School Name	Location	2001	2002	2003	2004	2005	2006
Jefferson-East Elementary	120 S. Sanborn Avenue	283	276	286	278	286	298
Jefferson-West Elementary	900 W. Milwaukee Street	244	246	234	241	270	265
Jefferson-Sullivan Elementary	618 Bakertown Road	226	210	212	215	217	217
Jefferson Middle School	501 S. Taft Avenue	379	379	374	391	367	373
Jefferson High School	700 W. Milwaukee Street	594	593	596	598	622	619
Jefferson County Alternative	700 W. Milwaukee Street	NA	11	9	5	NA	NA
Jefferson-Total		1,726	1,715	1,693	1,728	1,762	1,772
Johnson Creek Elementary	305 Milwaukee Street	335	314	304	318	318	330
Johnson Creek Jr./Sr. High School	111 South Street	275	269	261	267	193	274
Johnson Creek-Total		610	583	565	585	511	604
Lake Mills-Prospect Elementary	135 E. Prospect Street	520	506	512	505	501	510
Lake Mills Middle School	318 College Street	323	312	314	291	290	287
Lake Mills High School	615 Catlin Drive	444	467	451	442	447	424
Lake Mills Total		1,287	1,285	1,277	1,238	1,238	1,221

Source: Wisconsin Department of Public Instruction, 2006

Health Care Services and Child Care Facilities

Town residents are served by the following clinics: Fort Healthcare Lake Mills Clinic, Fort Healthcare – Jefferson Family Practice Clinic, Sylvan Crossings (Jefferson), Johnson Creek Medical Clinic, and Lakewood Family Clinic (Johnson Creek). The nearest hospital is the Fort Memorial Hospital in Fort Atkinson. The hospital is a modern, fully accredited facility with 110 beds. In addition to comprehensive inpatient services and short-term Medicare certified skilled nursing care, the hospital offers ambulatory surgery and specialty clinics, a birthing center, cardiac rehabilitation, and emergency services including the Urgent Care Program. Town residents are also served by Watertown Memorial Hospital in Watertown. The Town is also within one hour of world-class medical facilities in Madison and other hospitals in Waukesha County.

Child care is available at First Class Pre-School and Child Care Center in Lake Mills, Kiddie Kollege Preschool & Daycare in Jefferson, Rainbow Day Care in Jefferson, After the Stork in Johnson Creek and other private providers.

Area Cemeteries

The Aztalan-Milford Cemetery is located in the northwest part of the Town, near the intersection of CTH Q and Cemetery Road. The cemetery is publicly owned, however, the land surrounding the current cemetery is privately owned. Any potential future expansions of the cemetery would necessitate discussions with the adjacent land owners.

Utilities and Community Facilities Goals, Objectives, and Policies

Goal:

1. Supply public facilities and services in line with resident expectations and the Town's rural character.

Objectives:

1. Coordinate community facilities planning with land use, transportation, and natural resource planning.
2. Provide a limited number of public facilities and services within the Town to maintain a low tax levy and the overall rural character of the Town.
3. Work with Jefferson County and the State to develop and enhance appropriate recreational facilities within the Town.
4. Protect the Town's public health through proper siting and avoiding over-concentration of on-site wastewater treatment systems.

Policies:

1. Continue to provide basic services for Town residents, including public road maintenance, snow plowing on Town roads, and emergency services (fire, police, and ambulance) in collaboration with neighboring communities.
2. Consider the objectives of this *Plan*, as well as the general welfare of all residents, to determine whether new or expanded Town services or facilities may be appropriate in the future.
3. Work with the adjacent municipalities to direct intensive new development requiring a higher level of services to areas within their mutually recognized urban service boundaries.
4. Work with the WisDNR to enhance Aztalan State Park as an educational tourism destination, and to better connect it to the Hamlet and the Glacial Drumlin Trail.
5. Evaluate the financial and physical feasibility of creating a dog park. One idea for a location is on or near the closed landfills within the Town (see Maps 5 and 6 for locations). Other potential locations may include currently owned Town lands such as Herbert Tews Park.
6. Consider implementing a Town park improvement fee on new residential development to fund the installation of play equipment and make other improvements to Town parks as permitted by State Statutes.
7. Ensure that proper approval procedures are followed when new on-site wastewater treatment systems are proposed, and require appropriate maintenance and replacement of older systems as a means to protect ground water quality.
8. Carefully evaluate proposed large on-site wastewater treatment systems, or groups of more than 20 on-site systems on smaller lots (1 to 2 acres) in the same general area, to ensure that groundwater quality standards are not impaired. The Town may require that the property owner or developer fund the preparation of a groundwater impact analysis from an independent soil scientist or other related profession.
9. Explore the potential purchase of private land south of the current Aztalan-Milford Cemetery in order to permit southward expansion of the cemetery when needed.
10. Rely on cooperative agreements with Jefferson County, Lake Mills, Johnson Creek, and Jefferson for police, fire, rescue, schools, library, and senior citizen services; and rely on private providers for health care and child care services and telecommunications.
11. Remain informed and involved in the activities and decisions of the School Districts serving the Town to ensure that the Town's needs for school facilities are met.

Utilities and Community Facilities Programs and Recommendations

In Jefferson County, different jurisdictions provide different types of utilities and community facilities. Cities and villages provide urban utilities and facilities, such as municipal water, sewer, police, and fire protection. Towns typically provide more limited services. This section is intended to provide recommendations for improvements to facilities, utilities and services in the Town, based on the goals, objectives, and policies presented in this chapter. Priorities and timelines for recommended improvements are described in more detail in Table 5.2.

Town Utilities and Facilities

Consistent with residents' desires, the Town of Aztalan provides limited facilities and services—primarily road maintenance, snow plowing, recycling, and rural fire protection. The Town does not intend to provide public sewer and water utilities, regional storm water management facilities, solid waste or recyclable disposal, library facilities, senior center/facilities, or health/child care facilities. No Town facility upgrades are anticipated at the present time; remodeling of the Town Hall may be appropriate during the planning period.

Town Utilities and Facilities

The majority of survey respondents reported that the Town's facilities and services were either "good" or "excellent."

Maintain and Enhance Town Recreational Facilities

The Town owns and maintains a few small parks, with few improvements on them. Over the planning period, the Town will carefully inventory its parks and evaluate whether and how it wants to be in the "park business." This evaluation will include the following components:

- ◆ The potential for sale of one or more Town parks, such as Tews Memorial Park, to enhance Town resources and support a fund for recreational improvements elsewhere in the Town. Tews Memorial Park was gifted to the Town. The Town will need to look at the deed restrictions on the land before the consideration of any sales.
- ◆ Consideration of a park improvement fee on new residential development to help fund improvements to existing parks and recreational facilities in the Town.
- ◆ Exploration of a dog park on the Town-owned land, possibly through use of a closed landfill.
- ◆ Explore the improvement and/or creation of boat launches on the Crawfish and Rock Rivers.
- ◆ Better connecting Town open space and development to State and County recreational trails.

Collaborate with the State and County on Public Recreation

The Town will also consider collaborating with the State during the implementation of the Aztalan State Park Master Plan to ensure community needs and desires are being addressed during the process. The Aztalan State Park Master Plan includes improvements recommended to enhance visitors' experiences including: picnic areas, interpretive nodes, trails, bridges, and a visitors' center. The Town will consider how the enhancement of the Park can create tourist-oriented business opportunities such as a sandwich and coffee shop in the Aztalan Hamlet where visitors can stop for lunch. The State Plan also calls for compatible recreational uses such as picnicking, hiking, fishing, canoeing, and cross-country skiing. The Town may consider the creation of a riverfront trail along the Crawfish River that links up with the Aztalan State Park trails as well as the creation of canoe input areas along the trail to enhance recreational opportunities in the Town. Finally, the Town supports County efforts to control invasive species in Bicentennial Park.

Support the Maintenance of Private On-Site Wastewater Treatment Systems

All Town households and businesses currently dispose of wastewater through private septic systems. The Town does not intend to provide wastewater treatment to its residents in the future. The Town will continue to promote the State's Wisconsin Fund to help repair or replace failing septic systems, and the Town may also consider exploring the use of community/group waste treatment systems in areas of intensive development, such as the Aztalan Hamlet area and River View Heights subdivision near Jefferson.

**Table 5.2: Timetable to Expand, Rehabilitate, or Create New
Community Utilities or Facilities**

Town Utilities & Community Facilities	Timeframe	Comments
Water Supply	N/A	Water supplied by private wells; expected to continue.
Sanitary Sewer	N/A	The Town does not provide sanitary sewer service and has no plans to provide such services in the future.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Promote the State's Wisconsin Fund to help repair or replace failing septic systems.
	2009-2012	Promote the use of community/group waste treatment systems in areas of intensive development (e.g., Aztalan Hamlet, Riverview Heights subdivision near Jefferson).
Stormwater Management	Ongoing	Work with the County on stormwater management.
Solid Waste & Recycling	Ongoing	Continue to contract with private companies for waste disposal and recycling.
Town Buildings	Ongoing	Support ongoing Town Hall and Town Garage maintenance; no major improvements expected to be needed, but some modernization possible.
Parks	2009-2010	Form a committee to explore the future of Town parks (e.g., sales, acquisitions, upgrades) and the potential to develop a dog park in the Town.
	Ongoing; County Plan to be updated by 2010	Work with the County to include Town priorities in the County's Park and Open Space Plan (e.g., establishment of a trail connection to the Hamlet to the Aztalan State Park and Glacial Drumlin State Trail).
Telecommunication Facilities	Ongoing	Support strategies for enhancing telecommunication capabilities through co-location of existing towers.
Power Plants/Transmission Lines	Ongoing	Continue to stay informed on plans by WE Energies and ATC for improvements to and location of power lines/transmission stations within the Town.
Child Care Facilities	N/A	Future needs will be met by the private parties.
Health Care Facilities	N/A	Existing and proposed medical facilities in nearby communities appear to meet needs.
Schools	Ongoing	Work with the School Districts serving the Town on long-range planning issues.
Library	N/A	Area libraries meet current and forecasted needs.
Police	Ongoing	Services provided by County are expected to be adequate over the planning period.
Fire and EMS	Ongoing	Continue to work with neighboring communities to provide these services via collaboration agreements.
Cemeteries	2009-2011	Existing cemetery, with potential expansions south when needed, is expected to be adequate over the planning period.

CHAPTER SIX: HOUSING AND NEIGHBORHOOD DEVELOPMENT

A community's housing stock is its largest long-term capital asset. Housing not only provides shelter, but also serves to create a neighborhood's and a community's sense of place. This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town. It also describes current and desired future patterns of neighborhood development.

Housing and Neighborhood Development Recommendations Summary

- ◆ Consider local development siting standards for the placement of allowable new homes within mapped *Agricultural Preservation Areas* in order to preserve prime farmland.
- ◆ Focus new housing development in the Aztalan Hamlet Area.
- ◆ Encourage existing Town subdivisions close to cities and villages to remain in the Town.

Existing Housing Framework

From 1990 to 2000, the Town's total housing stock increased 3.6%, from 529 to 547 housing units. On average, the Town added 1.8 new housing units per year over that decade. As shown in Table 6.1, most housing units in Aztalan are single family homes.

Table 6.1: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 %	2000 Units	2000 %
Single Family	460	87.0	507	92.7
Two Family (Duplex)	26	4.9	12	2.2
Multi-Family	3	0.6	9	1.6
Mobile Home	35	6.6	19	3.5

Source: U.S. Census of Population and Housing, 1990 & 2000

Table 6.2 compares other 2000 housing stock characteristics in Aztalan with surrounding communities and Jefferson County. In 2000, Aztalan had an average vacancy rate of 4.2%, which is considered moderate compared to similar communities and the County. The percentage of owner-occupied housing units in the Town was 88.5%, which is similar to other area towns but higher than incorporated areas and the County. The median monthly rent for Aztalan in 1999 was \$588.

Table 6.2: Household Characteristics Comparison

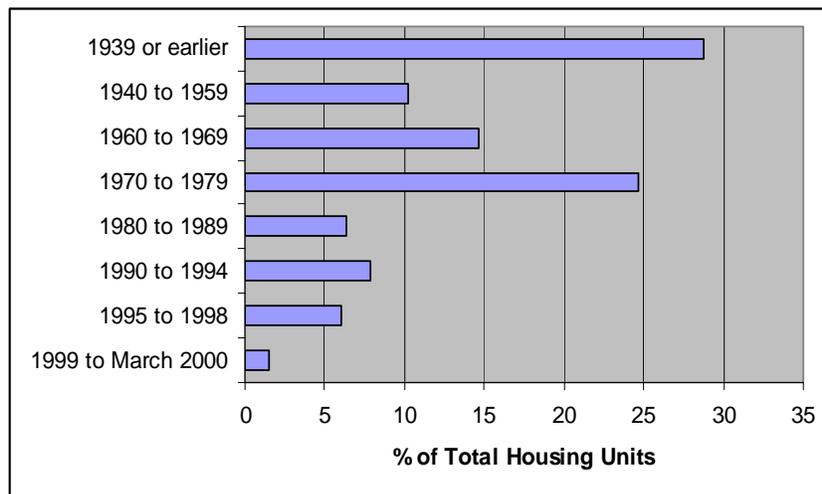
	2000 Total Housing Units	2000 % Vacant	2000 % Owner-Occupied	2006 Average Assessed Value*	2000 Median Rent
Town of Aztalan	547	4.2	88.5	\$179,953	\$588
City of Lake Mills	2,065	6.8	68.9	\$176,834	\$588
Town of Lake Mills	812	11.3	88.5	\$252,386	\$628
Town of Farmington	561	3.6	85.2	\$187,062	\$579
Town of Jefferson	793	4.3	83.3	\$178,506	\$575
Town of Milford	411	4.9	87.5	\$77,393	\$585
Village of Johnson Creek	659	5.3	66.7	\$160,170	\$683
City of Jefferson	2,934	4.0	60.8	\$146,523	\$554
City of Fort Atkinson	4,983	4.5	64.0	\$139,360	\$549
City of Waterloo	1,293	3.9	71.7	\$141,994	\$581
City of Watertown	8,325	3.7	63.5	\$146,506**	\$563
Jefferson County	30,109	6.3	71.7	\$163,097	\$564

Source: U.S. Census Bureau, 2000 *2006 equalized assessed values provided by the Department of Revenue, 2005

**Watertown average assessed value is average for both Jefferson and Dodge County parts of the City.

Figure 6.1 illustrates the age of the Town’s housing stock based on 2000 Census data. The age of a community’s housing stock is often used as a measure of the general condition of the local housing supply. More than half of Aztalan’s housing was built before 1970. About 15% of Aztalan’s housing was constructed between 1990 and 2000.

Figure 6.1: Age of Housing as a Percentage of the Total 2000 Housing Stock



Housing Programs

Several housing programs are available to Aztalan's residents, including home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA. Jefferson County communities also participate in the Home Consortium, which is a 4-county governmental body that was established to help advance home ownership opportunities and programs for low-income residents.

Existing Neighborhood Development Pattern

Most housing in the Town is concentrated in two general areas – the Aztalan Hamlet area and several more recent subdivisions in the Highway 26 Corridor, particularly near the Rock River and City of Jefferson, and near Lake Mills and Johnson Creek. At the time this *Plan* was written, the Riverview Heights subdivision near Jefferson was experiencing problems with septic systems and residents were pursuing options for public sewer. Other housing in the Town is in scattered locations, including more recent clusters allowed under Jefferson County's Agricultural Preservation Program.

Housing and Neighborhood Development Goals, Objectives, and Policies

Goal:

1. Encourage the provision of an adequate supply of safe, affordable housing and neighborhood environments for all Aztalan residents.

Objectives:

1. Support the provision of housing in the Town to meet the needs of persons of all income levels, age groups, and special needs.
2. Maintain the quality of the Town's existing housing stock and support revitalization efforts in areas such as the Aztalan Hamlet.
3. Encourage home siting in areas that will not result in property or environmental damage, or impair rural character or agricultural operations.

Policies:

1. Plan for a sufficient supply of developable land for housing development, in areas consistent with Town wishes, and at densities consistent with the recommendations in this *Plan*. This includes supporting opportunities for low-and moderate-income housing.
2. Maintain the Town's existing housing stock by working with Jefferson County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties and working with the Town Attorney to address questions regarding the enforcement of the Town nuisance ordinance for blighted properties.
3. Guide housing development away from hydric and alluvial soils (which are formed under conditions of saturation, flooding, or ponding), environmental corridors, and other areas that are prone to flooding.
4. When reviewing new housing development proposals, encourage strategies to protect water quality and natural resources, particularly around environmental corridor areas along the Crawfish River and Rock River. Strategies should include techniques like stormwater basins and conveyance routes, rain gardens, vegetative buffers, landscaping, and other similar innovative techniques.

5. Use various tools to enforce the clean up of residential buildings and property in disrepair, particularly in the Aztalan Hamlet area.
6. Direct most residential development to the Lake Mills, Jefferson, Johnson Creek and Aztalan Hamlet areas.
7. Encourage infill residential development on existing vacant lots within existing developed areas.
8. Encourage home siting standards in a manner that helps to preserve rural character and farmland.
9. Encourage new residential development to follow design standards (described in this chapter).
10. Work with the County on policy adjustments to potentially allow for home siting on woodlots that are underlain with Class I or Class II soils.
11. Work with neighboring communities to manage the expansion of existing and creation of new subdivisions by phasing new subdivision development.

Housing and Neighborhood Development Programs and Recommendations

To ensure that land is available to accommodate an adequate housing supply over the next 20 years, this section includes recommendations for housing development, housing maintenance, and housing siting and neighborhood design.

Pursue Development Siting Standards for Individual Homes

The Town and County allow only a limited number of home sites in areas planned and zoned for agricultural use. The Town will utilize the following development siting standards for the placement of all new homes within mapped *Agricultural Preservation Areas* (see Map 6), and will encourage County use of such standards. The Town may require that individuals wishing to construct such new homes first submit and obtain Town approval of a site plan showing the proposed placement of building(s) and driveway(s) on the land, and their relationship to natural features and farmland. Recommended siting standards are listed below; many of the following standards are illustrated in Figure 6.2.

- ◆ Before laying out the lot, the developer should identify and map areas potentially worthy of preservation, including woodlots, wetlands, stream banks, lakeshore riparian areas, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, and slopes greater than 20%.
- ◆ The Town promotes housing on relatively small lots in Agricultural Preservation Areas. The Town generally supports the County's two acre maximum lot size in these areas, except where the property owner is willing to utilize more potential "splits" to obtain a larger lot size.



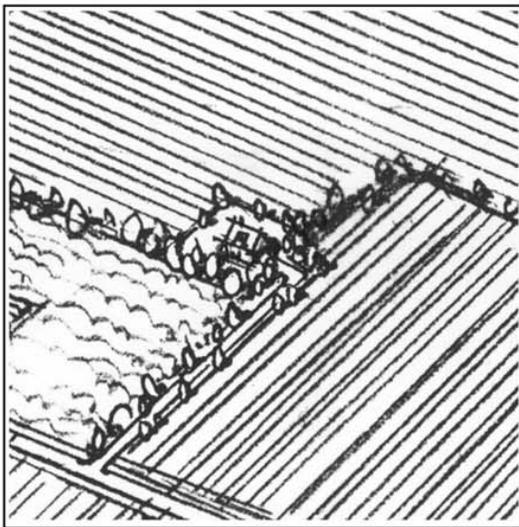
Vegetation and topography should be used to hide new development wherever possible.

New Housing Development in Aztalan

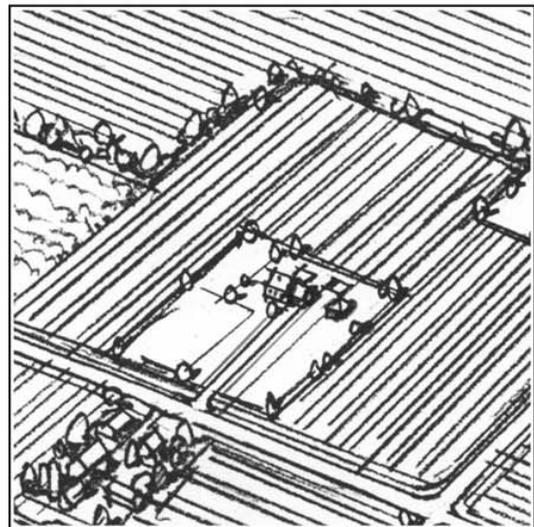
More than 75% of community survey respondents agree that new housing in the Town should be generally limited to areas which already have development.

- ◆ New buildings, streets, and driveways should not be developed on soils classified as Class I or II as shown on Map 3 of this *Plan*, or within a mapped Environmental Corridor shown on Map 6, unless all soils on the ownership parcel are so classified or unless those maps are demonstrated to contain inaccuracies. In the case of such total restrictions, the Town will work with the property owner to determine the area of the property that if developed would have the least impact on farmland and/or natural areas.
- ◆ Buildings should be sited to minimize visibility from public roads through proper placement with respect to existing vegetation and topographic changes, retention of existing vegetation and topography, and/or planting of new vegetation or berms.
- ◆ New buildings and driveways should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.
- ◆ Existing vegetation, stone rows, fence lines, and tree lines should be preserved and vegetative buffers should be provided between building sites and wetlands and streams.
- ◆ Any new streets or driveways should be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.
- ◆ Where existing vegetation and changes in topography would not adequately screen the development from public roads, and new plantings would be insufficient, the developer should consider arranging development sites in a pattern resembling historic farm building placements (e.g., a group of houses set back from the road, tree lined single drive or street, fence rows).
- ◆ Homes should be sited in such a manner to minimize the potential for incompatibilities with pre-existing uses on both (a) the remainder of the parcel from which the development is proposed and (b) adjoining parcels. These include uses such as agriculture and other business operations. The Town may require that new homes be set back a minimum distance from such uses, or from particular components of such uses, such as animal confinement or loading areas.

Figure 6.2: Conceptual Individual House Siting



*Example of good house siting
(House located near vegetation row, away from
middle of field)*



*Example of poor home siting
(House located in middle of field and close to road)*

CHAPTER SEVEN: ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the Town's economic base.

Economic Development Recommendations Summary

- ◆ Support the economic health of agriculture in the Town and encourage businesses that are related to farming and recreation.
- ◆ Support the expansion of appropriate rural business activity in the Aztalan Hamlet to promote the Hamlet as the "Town Center."
- ◆ Promote the redevelopment of certain sites in the Town to attract new businesses and promote economic development.

Labor Force Characteristics

Occupation of Employed Residents

The Town's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 76.8% of Town residents aged 16 and older were included in the labor force. The percentage of the Town's labor force employed by sector in 2000 is shown in Table 7.1. Nearly one third of the labor force was employed in the Manufacturing sector, and 11.8% were employed in the educational, health, and social services sector.

Table 7.1: Occupational Industries of Aztalan's Labor Force, 2000

Occupational Industry	Percentage of Labor Force
Manufacturing	30.6
Educational, health, and social services	11.8
Retail trade	9.7
Construction	8.8
Agriculture, forestry, fishing, hunting, and mining	5.6
Transportation, warehousing, and utilities	5.6
Other services (except public administration)	5.6
Arts, entertainment, recreation, accommodation, and food services	5.3
Professional, scientific, management, administrative, and waste management services	4.3
Public Administration	3.9
Finance, insurance, real estate, rental, and leasing	3.7
Wholesale trade	3.1
Information	2.0

Source: U.S. Census Bureau, 2000

The County's total employment is projected to grow approximately 36% by the year 2030 (Table 7.2). Over this time period, the most significant increase in jobs is projected to be in the service sector (65%). By 2030 the percentage of employees working on farms is projected decrease by 8%. Jefferson County employment projections were provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm.

Table 7.2: Jefferson County Employment Projections by Sector, 2006-2030

	2006	2010	2015	2020	2025	2030
Total Employment: Jefferson County	49,640	52,440	56,000	59,660	63,430	67,330
Farm Employment	1,990	1,960	1,930	1,900	1,860	1,830
Agricultural Services	640	700	770	840	910	980
Mining	30	30	30	30	30	30
Construction	2,420	2,620	2,860	3,100	3,340	3,570
Manufacturing	11,210	11,430	11,730	12,050	12,410	12,790
Transportation, Communication, and Public Utilities	2,210	2,370	2,570	2,770	2,980	3,200
Wholesale Trade	1,790	1,860	1,960	2,060	2,170	2,290
Retail Trade	9,760	10,280	10,940	11,630	12,330	13,070
Finance, Insurance, and Real Estate	2,240	2,230	2,220	2,210	2,210	2,220
Services	12,660	14,000	15,680	17,380	19,100	20,850
Federal Civilian Government	200	190	190	180	170	170
Federal Military Government	260	260	260	260	260	260
State and Local Government	4,230	4,520	4,890	5,270	5,660	6,060

Source: Woods & Poole Economics: 2006 State Profile, Wisconsin

Educational Attainment

Educational attainment is one variable that is used to assess a community's labor force potential. According to 2000 Census data, 85.5% of the Town's residents ages 25 and older attained a high school degree or higher. This is identical to the Village of Johnson Creek but higher than the City of Jefferson (78.3%) and Jefferson County (84.7%). However, it is lower than the Town and City of Lake Mills, the City of Fort Atkinson, and the Town of Farmington.

Table 7.3: Educational Attainment, 2000

	High School Graduates	Bachelor's Degree or Higher
Town of Aztalan	85.5	16.9
City of Lake Mills	88.5	26.8
Town of Lake Mills	91.8	28.4
Village of Johnson Creek	85.5	16.3
Town of Farmington	86.6	15.3
Town of Jefferson	79.4	12.4
Town of Milford	85.1	15.9
City of Jefferson	78.3	12.9
City of Fort Atkinson	87.1	19.9
City of Whitewater	81.3	31.8
City of Waterloo	83.0	16.0
City of Watertown	81.9	16.2
Jefferson County	84.7	17.4

Source: U.S. Census Bureau, 2000

Income

Table 7.4 presents income and labor characteristics for the Town of Aztalan and the surrounding communities. According to 2000 U.S. Census data, the Town's median household income was \$55,048. This amount is higher than all the other Jefferson County comparison communities with the exception of the Town of Lake Mills. The Town's per capita income was \$23,193, also higher than most surrounding communities. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that Aztalan's residents fare better than much of the rest of the County.

Table 7.4: Income Comparison

	Median Household Income	Per Capita Income
Town of Aztalan	\$55,048	\$23,193
City of Lake Mills	\$44,132	\$21,929
Town of Lake Mills	\$55,278	\$24,105
Village of Johnson Creek	\$45,694	\$19,671
Town of Farmington	\$46,875	\$20,077
Town of Jefferson	\$52,813	\$23,327
Town of Milford	\$47,619	\$22,953
City of Jefferson	\$40,962	\$19,124
City of Fort Atkinson	\$43,807	\$21,008
City of Whitewater	\$31,793	\$13,965
City of Waterloo	\$49,221	\$22,099
City of Watertown	\$42,562	\$18,977
Jefferson County	\$46,901	\$21,236

Source: U.S. Census Bureau, 2000

Commuting Patterns

According to 2000 U.S. Census data, Aztalan residents spent an average 22.3 minutes commuting to work, indicating that a significant number of workers traveled outside the Town (and area) for employment. Roughly 4% of workers traveled over an hour to their jobs (down from 6.5% in 1990), while 26% traveled less than ten minutes (down from 32.3% in 1990). About 82.7% of workers traveled to work alone, while approximately 7.7% carpooled.

Economic Base Analysis

As indicated by commuting patterns, the Town is economically linked with various cities and villages throughout the region. Many of the Town's residents are employed in the Madison and Milwaukee/Waukesha areas, and in nearby cities and villages.

The predominant industry within the Town's borders is agriculture. However, there are several other businesses located in the Town, including the Renew Energy ethanol plant. The plant began operating in November of 2007 in



the historic Ladish malting plant on STH 26. The plant produces both ethanol and livestock feed. Other businesses in the Town include, but are not limited to, Captain's Corner, Jefferson Mid-State Auto Auction, and Repair Specialties.

Environmentally Contaminated Sites

WisDNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of August 2007 there were no contaminated sites in the Town of Aztalan in need of clean up or where clean up is underway, at least according to the Bureau for Remediation and Redevelopment Trading System (BRRTS). There were three prior incidences that have been closed or where no action was taken. Of the three incidents, one was a spill and two were cases in which no remediation activity was required.

Economic Development Programs

The Town has few tools, programs, and agencies of its own that are available to foster economic development. Surrounding urban communities have Chambers of Commerce and other economic development tools, such as tax increment financing.

The Jefferson County Economic Development Consortium (JCEDC) serves as the lead economic development organization in Jefferson County. The Consortium was formed in June 2003 to implement Jefferson's Overall Economic Development Program and to advance the economic development goals of the County. The Consortium's overall goals are to foster and encourage responsible, sustainable economic development activities that result in job creation, job retention, increase the tax base and improve the quality of life for the citizens of Jefferson County. The Jefferson County Economic Development Consortium is a non-profit organization that supports the business community and maintains a positive business climate. In this effort, JCEDC offers training programs and has assisted numerous businesses in obtaining financing information from banks, Wisconsin Department of Commerce, Wisconsin Business Development, Women Business Initiative Corporation, and other financing sources.

The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating, or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires the Town to "assess categories or particular types of new businesses and industries that are desired by the local government unit." Table 7.5 considers strengths and weaknesses for economic development in the Town of Aztalan. Based on these strengths and

weaknesses, the Town's desired economic focus is reflected in the goals, objectives, policies, and recommendations below.

Table 7.5: Town Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Located close to growing cities and the Village.	No public sewer and water.
Good regional access via Interstate 94 and Highway 26.	No direct Interstate access.
Highway 26 expansion pending.	Few available economic incentive programs.
Bio-based industry (ethanol, etc.) along Highway 26.	Limited Town staff.
Agricultural production.	Cities and the Village have extraterritorial powers over Town land and can annex land at property owner's request.
Small, home based business opportunities.	County policies favor economic development in cities and villages.
Recreational opportunities, including the rivers, Glacial Drumlin Trail, and Aztalan State Park.	

Economic Development Goals, Objectives, and Policies

Goal:

1. Encourage economic development opportunities appropriate for the resources and public services available in the Town and consistent with rural character.

Objectives:

1. Focus economic development efforts on farming, farm-related businesses, rural-oriented businesses in the Aztalan Hamlet, and recreation-based businesses near the Aztalan State Park, Bicentennial Park, and Glacial Drumlin State Trail areas.
2. Work with adjacent and overlapping governments and agencies to attract appropriate economic development to the area.

Policies:

1. Plan for a sufficient supply of developable land for commercial and industrial uses, in areas shown as *Commercial* and *Industrial* on Map 6 and *Proposed Commercial* on Map 7.
2. Support the economic health of production agriculture in the Town to the extent possible.
3. Prevent unplanned, continuous strip commercial development along major roadways, particularly CTH 26 and Interstate 94.
4. Support opportunities for farm family businesses, home occupations, and recreation-based businesses that are compatible with the rural character of the Town and where there will be no negative impacts on surrounding properties.
5. Implement standards for new commercial development to ensure that future development is high-quality.
6. Investigate incentives for economic development and redevelopment in the Aztalan Hamlet area.
7. Encourage a thoughtful mix of compatible residential, community-serving commercial, civic and recreational uses in the Aztalan Hamlet area.

8. Explore the creation of an additional recreation amenity in the Aztalan hamlet area such as a golf course or indoor recreation center in order to promote spin-off development in the hamlet.
9. Attempt to capitalize on the location of the Aztalan State Park, Bicentennial Park, and Glacial Drumlin State Trail for recreation-related businesses nearby.
10. Direct larger scale commercial and industrial development serving the broader region to the adjacent cities and the Village.
11. Work with private landowners to clean up contaminated, vacant, and run-down sites and buildings that threaten the public health, safety, and welfare, and impair the visual appearance of the Town.
12. Promote the careful placement and design of future mineral extraction sites, wireless telecommunication facilities, and other uses that may have a significant negative aesthetic or environmental impact. When reviewing applications for non-metallic mineral extraction sites, refer to the standards listed in the Agricultural, Natural, and Cultural Resources chapter.

Economic Development Programs and Recommendations

To build on the goals, objectives, and policies outlined in the previous section, the Town intends to pursue the following directions:

Support the Economic Health of Agriculture in the Town

The Town supports the economic health of production agriculture in the Town. The Town also encourages the exploration of “non-traditional” forms of agriculture, such as vegetable, fruit and nut farms, and other small-acreage farms; grazing; research farming; community-supported agriculture; farmers’ markets; equine centers; and businesses supporting hunting, fishing, and other outdoor recreational activities. See the Agricultural, Natural, and Cultural Resources chapter for detailed recommendations.

Encourage Businesses that are Related to Farming and Recreation

These uses, including home occupations and “cottage industries,” are particularly appropriate in rural areas to supplement household income (e.g., farm families). Home-based businesses and services range from those who supplement their income by selling a craft item or repairing a lawnmower to those who are employed by a company, but do most of their work from a home office (commonly called telecommuters). Two major trends have attributed to the rise of home occupations: the increased use of the personal computer and the restructuring of the corporate workforce (e.g., downsizing, outsourcing, and “satellite” offices).

The Town’s rich farming heritage and vast natural and cultural resources (e.g. Aztalan State Park, Glacial Drumlin Trail, Rock River and Crawfish River) make promoting businesses related to farming and recreation viable in the area. The Town encourages the establishment of recreation-based businesses in the Aztalan Hamlet area as the Aztalan State Park Master Plan and Glacial Heritage Area Project are implemented to enhance and expand recreational opportunities in the area.



Support the Expansion of Business Activity in the Aztalan Hamlet

The Aztalan Hamlet currently serves as a community gathering place near the center of the Town for meetings, dining, and recreation. The Town intends to promote the Aztalan Hamlet as the “Town center”,

with a mix of residential, business, recreation, and civic uses. Potential uses that foster the Town center idea and capitalize on traffic from CTH B and CTH Q include more homes; coffee shops, ice cream/cheese shops, and restaurants; possibly an antique or gift shop related to or in the museum; recreation outfitters; small contractor shops desired in a rural location, and a convenience/general store. Also see the Agricultural, Natural, and Cultural Resources and Land Use chapters for ideas related to the Aztalan Hamlet .

Implement Design Guidelines for New Commercial Development

To enhance the image and property values in the Town, future commercial development proposals should be consistent with the recommendations in this *Plan* and the design standards that follow: The Town may refer to these design standards when reviewing site plans for all new and expanded commercial and industrial development projects before a rezoning, conditional use permit, or building permit is issued.

- ◆ **Quality Building Design.** New commercial and industrial buildings should have attractive facades facing the roadway, with appropriate setbacks. Buildings should incorporate architectural designs, building materials, and exterior colors that enhance the overall image of the Town.
- ◆ **Sign Control Measures.** A community cluttered with signs can detract from the natural landscape and the overall image of the Town. The Town will work with the County and business owners to control the number, height and setback of signage, and to guide the removal and replacement of old or abandoned signs where possible.
- ◆ **Landscaping.** Landscaping should be encouraged on all new developed parcels. Landscaping should be installed around building foundations, in and around paved areas, around areas where screening is appropriate, and in a buffer area between the building and road. Landscaping materials should be of adequate size at planting to ensure both a high degree of survivability and immediate visual effectiveness. Native plantings that blend into the Town of Aztalan's current mix of vegetative cover should be encouraged.
- ◆ **Lighting.** Inappropriately high lighting levels can have negative impacts on traffic safety, surrounding properties, and the dark night sky. The Town supports on-site lighting standards that limit the type, height, brightness, and placement of new exterior lights.

CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation”, defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that affect neighboring communities and overlapping jurisdictions (e.g., school districts).

Intergovernmental Cooperation Recommendations Summary

- ◆ Consider entering into formal Town-City and Town-Village intergovernmental boundary/land use agreements.
- ◆ Collaborate with Jefferson County to encourage it to adopt relevant aspects of the Town *Plan* (including the Hamlet Plan) into the County Plan, to secure a stop sign at CTHs Q and B, and on other initiatives.
- ◆ Stay in touch with State agencies, particularly WisDNR on park and trail planning.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Aztalan is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring and overlapping jurisdictions.

Extraterritorial Jurisdictions

Under Wisconsin law, cities and villages have extraterritorial jurisdiction (ETJ) over a certain unincorporated area outside of their municipal borders. Three municipalities, the City of Jefferson, City of Lake Mills, and Village of Johnson Creek, have extraterritorial jurisdiction over different portions of the Town (see Map 1). Extraterritorial powers enabled by State Statutes include land use planning, land division review, official mapping, and, with Town approval, zoning. The extraterritorial policies for each municipality are described later in this chapter. Intergovernmental cooperation is critical to address mutual land use concerns within each ETJ area and to avoid potential conflicts.

Urban Service Areas

An Urban Service Area (USA) delineates the area in which public services (i.e., municipal sewer and water) are currently available or are proposed to be extended at some point in the future. These boundaries are typically drawn on the basis of a twenty-year planning horizon, and can therefore change over time. Each USA is usually based upon existing physical conditions that allow or will allow the area to be served by public services in a cost-effective manner (e.g., an area that can be served by gravity-flow sewer).

Urban Service Areas are significant because an incorporated municipality’s USA may extend well beyond its existing municipal boundaries, indicating the area in which the municipality envisions future development. The area of the USA is typically well within the ETJ boundaries of the respective city or village. Urban Service Areas essentially reserve land for future urban development by discouraging premature development on private water and sewer systems in those areas.

In Jefferson County, USAs were initially formed based on the County’s 1999 Agricultural Preservation and Land Use Plan, but cities and villages may advise expansions at any time. Applications for expanding an

Urban Service Area are evaluated by the County Zoning and Planning Committee, which then will make a recommendation to the County Board. According to the County's Land Use Plan, USA expansions are to be granted only when there is insufficient developable land within the current USA to accommodate 20-year growth.

The existing Urban Service Areas mapped under the County's 1999 Plan within the Town are indicated on Map 5, Existing Land Use. However, nearby communities, particularly the City of Jefferson, through their recent comprehensive plans have proposed expansions to their urban service areas.

Existing Regional Framework – Cities, Villages, Towns, Jefferson County

Map 1 depicts the boundaries of Aztalan's neighboring or overlapping jurisdictions. Planning documents for these local, regional, and state jurisdictions were analyzed during the Town's planning process to identify mutual planning issues or potential conflicts. Each of these communities was completing a new comprehensive plan on a similar timeframe to the Town. The following is a summary of this analysis, including an analysis of potential conflicts between plans of adjoining and overlapping units of government and the Town of Aztalan. Where conflicts are apparent or may occur, approaches to resolve them are proposed later in this chapter.

Village of Johnson Creek

The Town of Aztalan shares its northeastern boundary with the Village of Johnson Creek. In 2005, the Village had an estimated population of 2,024. However, this Village also serves as a regional shopping district for the area.

Within its ETJ, the Village engages in land use planning, land division review and official mapping. The Village of Johnson Creek's 2002 comprehensive plan, in the process of updating, included future land use recommendations for all land within its ETJ in the Town of Aztalan. East of the Rock River, the Village's plan showed pockets of future urban neighborhood development and an extensive system of parks and environmental corridors. The ETJ area west of the river (beginning approximately ¼ mile west of Highway N) is designated as Rural Holding. The Village exercises land division approval authority within its ETJ, and according to the Village's 2002 plan and its subdivision ordinance, development density within the Rural Holding area is not to exceed one dwelling unit per 35 acres. With the exception of the area west of the river, most of the areas designated for future development are within the Village's 2008 Service Area.

The Village's proposed Future Land Use map is, for the most part, in line with the desires of the Town's Future Land Use map (Map 6). The only difference between the

Intergovernmental Agreements Under Wisconsin Law

There are two main formats for intergovernmental agreements under Wisconsin Statutes.

The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

two desired Future Land Use maps lies in the area directly south of the Village's southwest Urban Service Area boundary. The Village's Future Land Use map envisions this area as future Planned Neighborhood development. However, the Town's Future Land Use map envisions this area as *Agricultural Preservation Area*.

The Village's plan states that the Village will not be extending sewer and water service into ETJ areas outside of the Urban Service Area without a boundary agreement that specifies how and when this would occur. Through its comprehensive plan, the Village expresses an interest in intergovernmental cooperation in the form of a boundary agreement. At the time this Plan was written, the Village was in the process of revising its 2002 comprehensive plan. Many of the land use recommendations from the 2002 Comprehensive Plan are expected to be carried forward to the 2008 Plan, except that urban development will likely no longer be shown west of the Rock River.

City of Jefferson

The City of Jefferson borders Aztalan to the southeast. Jefferson's 2005 estimated population was 7,569. Within its ETJ, the City engages in land use planning, land division review, and official mapping. The City's current Urban Service Area boundary extends into its ETJ. The City's subdivision ordinance establishes a maximum density for areas outside of the USA (but within the ETJ) of one dwelling unit per 20 acres. At the time this *Plan* was written, the City had just finished updating its 1998 Comprehensive Plan. The City's recently updated plan provides the following recommendations, which are generally in line with the Town's Comprehensive Plan:

- ◆ Work with the surrounding towns on land use, natural resource, transportation, and community development issues of mutual concern.
- ◆ Explore an intergovernmental boundary and land use agreement between the City and nearby municipalities.
- ◆ Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- ◆ Direct new development to areas within and adjacent to existing development that utilize or extend existing infrastructure and utilities wherever practical.
- ◆ Encourage practices that minimize conflicts between nearby land uses.

The City's Future Land Use map and the Town's Future Land Use map (Map 6), which serve the same function, differ from each other in several areas just beyond the City's current Urban Service Area. The City's Future Land Use map envisions Single Family Residential uses extending from the northern border of the Urban Service area (between STH 26 and the Rock River) north to the southern tip of the Village of Johnson Creek's southern Urban Service Area boundary. The Town's Future Land Use map envisions this area as *Agricultural Preservation Area* with small areas designated as *Exurban Residential*. The City's Future Land Use map also envisions the area east of the City's Urban Service Area extending to CTH Y as future Planned Neighborhood development. The Town's Future Land Use map envisions this area as *Agricultural Preservation Area*. Lastly, the City envisions the boundaries of the Industrial area located north of the Urban Service Area as extending further north than indicated on the Town's Future Land Use map.

City of Lake Mills

The Town of Aztalan shares its northwestern boundary with the City of Lake Mills. In 2006, the estimated population of Lake Mills was 5,401.

The City engages in land division review throughout its ETJ. The City's current Urban Service Area extends into the Town of Aztalan, by approximately 1/2 mile beyond its 2008 city limits (see Map 5). Given the City's proximity to Aztalan Hamlet, intergovernmental cooperation will be critical to ensuring that its long-term land use policies are consistent with Town plans for this area. At the time this *Plan* was written, the City was in the process of revising its comprehensive plan. The City's draft updated plan provides the following recommendations which are generally in line with the Town's *Comprehensive Plan*:

- ◆ Work with Jefferson County and surrounding towns to limit development outside of the City's Urban Service Area. Make efforts to find common policies for implementing agricultural preservation policies within the City's extraterritorial jurisdictional outside of the City's planned growth area.
- ◆ Seek common ground on annexation, municipal services, and other issues with other surrounding towns.
- ◆ Continue to explore opportunities for more efficient provision of municipal services, facilities, and utilities through cooperative arrangements with other municipalities.
- ◆ The City will work with and attempt to find common ground with the State of Wisconsin, the Town of Aztalan, and other entities to preserve key view sheds recommended in the Aztalan State Park Master Plan.

The City's draft updated plan does differ from the Town of Aztalan's visions for the future in a few ways. For example, the City's draft updated plan does not acknowledge any potential expansion of the Aztalan Hamlet. Also, the City's Future Land Use map and the Town of Aztalan's Future Land Use map (Map 6), which serve the same function, differ from each other in several areas just beyond the City's Urban Service Area. The City's Future Land Use Map envisions Planned Neighborhood and Industrial development extending from the southeast City limits, south to Mansfield Road. However, this Town *Plan* envisions only the small area within the City's Existing Urban Service Area near the City's southeast limits as *Agricultural Transition Area*, and the remainder of the area is designated as *Agricultural Preservation Area*. Likewise, the City's Future Land Use Map envisions the northeast area of the City, from the Existing Urban Service Area north to Interstate 94, as a Long Range Urban development area. The Town envisions this area as an *Agricultural Preservation Area*. Finally, while this Town *Plan* envisions a slight expansion of the Aztalan Hamlet area, the proposed City plan update does not.

Town of Lake Mills

The Town of Aztalan shares its western boundary with the Town of Lake Mills. The Town of Lake Mills adopted its 2025 Comprehensive Plan in December of 2006. The Town of Lake Mills' Comprehensive Plan designates all of the land adjacent to Aztalan as Agricultural. This designation incorporates the policies contained in the County's land use plan and zoning ordinance. There are no conflicts between the Town of Lake Mills' and Aztalan's plans.

Town of Milford

The Town of Aztalan shares its northern boundary with the Town of Milford. In 2005, the Town had an estimated population of 1,142 residents. The Town of Milford Comprehensive Plan was designed to be consistent with the 1999 Jefferson County Agricultural Preservation and Land Use Plan. One of the main objectives of the Town *Plan* is the preservation of prime agricultural land. The *Plan* designates most of the land adjacent to Aztalan as Agricultural and Open Space with a few pockets of land designated as Upland Woods or Recreational. The Town has two small rural hamlets, one located around the intersection of the Crawfish River and CTH A, and the other located along CTH A and the Rock River. The *Plan* calls for residential densities to remain highest in the hamlets in order to preserve prime agricultural land. In addition, the Town is considering adopting an ordinance limiting the number of lot splits in the A-1 and A-3 Districts as another means of preserving prime agricultural land. There are no conflicts between Milford's and Aztalan's plans that would prevent the Town of Aztalan from carrying out the goals, objectives, and policies set forth in this *Plan*.

Town of Farmington

The Town of Farmington borders the Town of Aztalan to the east. In 2005, the Town had an estimated population of 1,522 residents. While Farmington does not have its own plan, the Jefferson County Land Use Plan shows the majority of the Town's land remaining in agricultural use, with development concentrated in a small rural hamlet along CTH B, just west of CTH P. There are no conflicts between Farmington's and Aztalan's plans.

Town of Jefferson

The Town of Jefferson borders Aztalan to the south. Its 2005 estimated population was 2,208 residents. The Town of Jefferson does not have its own comprehensive plan. According to the Jefferson County Agricultural Preservation and Land Use Plan, a significant portion of Town lands outside of the City of Jefferson are planned to remain agricultural, with significant areas to the east designated as environmental corridor. There are no conflicts between the Town of Jefferson's and Aztalan's plans

Jefferson County

Being in the path of Madison-Milwaukee development, Jefferson County is concerned about preserving its historic agricultural land use base and small community character. Planning and zoning decisions in the County are guided by the 1999 Jefferson County Agricultural Preservation and Land Use Plan and by County zoning, which is applicable in all unincorporated areas, including the Town of Aztalan. The County's plan is considered a strong model for fostering agricultural preservation, environmental protection, and vibrant cities and villages. The County's plan advocates for long-term growth in the County's developed communities (mostly villages and cities) with urban infrastructure and services, with the intent of protecting and preserving farmland, natural resources, and rural character in the County's many undeveloped and pristine areas. The intent of the County's plan and regulations is to protect the rich agricultural land from development and fragmentation that occurs when non-farming owners seeking a rural lifestyle buy large tracts of prime farmland only to cease its productive use.

The County plan includes four land use designations: Agricultural Preservation Areas, Rural Hamlets, Urban Service Areas, and Environmental Corridors. The Jefferson County Zoning Ordinance is used to implement the goals, objectives, and policies contained in the County Plan. The County plan designates the vast majority of the Town of Aztalan as an Agricultural Preservation Area, with extensive pockets of environmental corridors. The County Plan delineates one rural hamlet near the intersection of Highways B and Q in the northeastern portion of the Town—around the historic Aztalan Hamlet area and nearby farmlands. The County plan's Agricultural Preservation Area policies are preceded by an explicit "Right to Farm" Statement, which states that the County's "land use and zoning regulations should not hamper agricultural production or the use of modern agricultural technology."

The County zoning ordinance includes three agricultural zoning districts: A-1 Exclusive Agricultural; A-2 Agricultural Business and A-3 Agricultural/Rural Residential. The purpose of the A-1 District is to preserve farmland consisting of prime soils. Accordingly, the development regulations within this district are restrictive. No new dwellings are permitted in the A-1 District, except for the replacement of existing dwellings. The minimum lot area in the A-1 District is thirty-five acres. Any new homes require rezoning away from A-1.

The purpose of the A-2 District is to provide a business district oriented towards agriculturally-based business. All uses in the A-2 District require a conditional use permit, and only "farm labor" housing is allowed in the A-2 District. Rezoning from A-1 to A-2 is only allowed when the impact on agriculture will be minimal and site plan review is required prior to any A-2 rezoning.

The purpose of the A-3 Agricultural/Rural Residential District is to allow a very minimal level of non-farm development. Lots in the A-3 District are



limited in size, number and location. According to the County's plan, rezoning from A-1 to A-3 should primarily occur on nonprime agricultural land areas (soil classes IV-VIII and certain class III soils). In the A-3 District, there is a three lot maximum for each contiguous ownership parcel of non-prime land and a two lot maximum for each contiguous ownership parcel on prime land (one lot if the parent parcel is less than 50 acres). Any applications to rezone to A-3 on prime soils are to be granted only if no non-prime lands exist or the area in question will create better overall resource protection. Lots within the A-3 District are limited to 2 acres in size, and potential lots may be combined, but in no case can they exceed six acres of non-farm development. In other words, the owner of a parent parcel could create one six-acre lot, but then they would not be allowed to create any additional lots. All structures proposed in the A-3 District are subject to site plan review and access must not divide an existing agricultural field. The County Planning and Zoning Committee must determine that the rezoning will not adversely impact farming on adjacent or nearby property. Finally, the Town Board must also approve the rezoning.

At the time of writing, Jefferson County was in the process of updating its 1999 plan to fully meet state comprehensive planning requirements by the year 2010. Several initiatives are underway that will feed into that effort, including an exploration of different approaches to preserving farming and the Glacial Heritage project, which is designed to connect communities and parks with environmental corridors and trails. Also, the Jefferson County Economic Development Consortium is leading preparation of a County-wide economic positioning initiative. The purpose of the initiative, which began in summer 2007, is to set an economic framework for the future of Jefferson County. The project is focused on gaining a comprehensive understanding of the County's place-based assets and locational advantages, identifying emerging economic opportunities that are based on these assets and global trends, and identifying catalytic projects and an initial implementation plan. Jefferson County intends to incorporate the outcomes of this initiative into the economic development chapter of the County's new comprehensive plan.

State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) Southwest Region office, located in Madison, serves a 16 county region including Jefferson County. WisDOT is responsible for transportation planning throughout the State and is the primary agency for planning and managing Federal and State highways, including Interstate 94 and STHs 89 and 26. WisDOT has recently prepared several transportation planning documents with a direct impact on the Town, including WisDOT's Park and Ride Plan, the WisDOT I-94 Corridor Alternate Route Operations Guide, STH 89 Access Control Project, and design documents for the reconstruction of State Highway 26, including the Jefferson Bypass. WisDOT also reviews and has input in County and City transportation plans to ensure compatibility between plans (see Transportation chapter for more information).

The Wisconsin Department of Natural Resources (WisDNR) provides service to all Jefferson County residents out of six South Central Wisconsin offices including Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon. WisDNR manages assets such as the Glacier Drumlin Trail and Aztalan State Park. Current and future plans for Aztalan State Park are addressed in the Utilities and Community Facilities chapter.

There are no known conflicts between the Town's plans and the plans and actions of these State agencies. However, the Town should work closely with WisDNR to assure that the Town's plan for the Aztalan Hamlet area and the State's Aztalan Park Master Plan are implemented collaboratively.

Regional Planning Commissions

The Town of Aztalan is not located within the jurisdiction of any regional planning commission or metropolitan planning organization.

School Districts

The Town of Aztalan lies within three school districts: Lake Mills Area School District, Johnson Creek School District, and Jefferson School District. There are no known conflicts between School District and Town plans. See the Utilities and Community Facilities chapter for more information.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goal:

1. Establish and grow mutually beneficial intergovernmental relations with surrounding and overlapping jurisdictions.

Objectives:

1. Recognize the current Urban Service Areas and extraterritorial jurisdictions of the Village of Johnson Creek, City of Jefferson, and City of Lake Mills, and cooperate in mutual planning efforts for these areas.
2. Continue to work with the Village of Johnson Creek, City of Jefferson, and City of Lake Mills on the siting and building of joint use public facilities and the sharing of public services.
3. Participate in County-level economic development efforts.
4. Cooperate with Jefferson County on the implementation of this *Comprehensive Plan*, including inclusion of key aspects of this Town *Plan* in the County's Plan, and on shared services (e.g., police), and on road maintenance and improvements.

Policies:

1. Provide a copy of this *Comprehensive Plan* to all surrounding local governments and Jefferson County for inclusion in the Jefferson County Agricultural Preservation and Land Use Plan and Jefferson County Comprehensive Plan.
2. Evaluate any proposed change to the Urban Service Areas with respect to applicable objectives and policies of this Town *Comprehensive Plan*, and consider changes to this *Plan* if and when Urban Service Area expansions are approved by Jefferson County.
3. Encourage the Village, cities, and other interested governmental units to consider this *Comprehensive Plan* and other recommendations of Town officials in making future decisions about the Urban Service Areas and extraterritorial jurisdictions.
4. Work with surrounding communities and Jefferson County to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural areas.
5. Work with the Village and cities on intergovernmental agreements, particularly boundary agreements. Such agreements could also address land use, transportation, and service issues of mutual concern.
6. Cooperate with other units of government, including the county and WisDNR, on the preservation and sensible use of natural resources and on recreational initiatives, such as the Glacial Heritage Area Project and Aztalan State Park Master Plan (as discussed in greater detail in the Agricultural, Natural, and Cultural Resources and Utilities and Community Facilities chapters).
7. Work with surrounding communities and agencies like the Jefferson County Economic Development Consortium to help advance the economic viability of the agriculture and business economies of the area.
8. Work with the Village and cities on future planning for library expansions, fire services and facilities, emergency medical facilities and services, and other current and possible future joint facilities and services.

9. Work with the school districts through periodic communications and meetings to assure that the Town's interests are represented in District decisions that affect Town residents.

Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations of this *Plan*. This section attempts to coordinate recommendations for surrounding and overlapping jurisdictions, avoid inefficient or conflicting development patterns, and promote intergovernmental cooperation.

The State comprehensive planning law requires that this *Comprehensive Plan* identify existing and potential conflicts between the Town and other governmental units, and describe processes to resolve such conflicts. This planning process has been designed to avoid and minimize potential conflicts, yet some still exist. The following subsections address remaining or potential conflict areas and potential resolution processes:

◆ **Between the Town and State Plans**

This Town *Comprehensive Plan* puts forth a Neighborhood Plan for the Aztalan Hamlet. The *Plan's* recommended future land uses and policies for the Aztalan Hamlet Neighborhood Plan should be fully reconciled with the State's Aztalan State Park Master Plan. According to the Aztalan State Park Master Plan, the WisDNR wishes to purchase the development rights for areas around the Park and keep these areas as agriculture. In addition, a small portion of the acquired area would be used as an extension of the Park. The area which the WisDNR wishes to purchase is designated in the Aztalan State Park Master Plan as a "visual buffer" area. However, the Aztalan Hamlet Neighborhood Plan designates a small portion of this "visual buffer" area as *Proposed Exurban Residential* and *Proposed Commercial* development to accommodate future development as the Hamlet grows. The Town intends to make WisDNR aware of this *Comprehensive Plan*, and come to a mutually agreeable solution to this potential minor conflict between plans.

◆ **Between the Town and County Plans**

This Town *Comprehensive Plan* is generally consistent with existing Jefferson County plans and policies. Specifically, this *Comprehensive Plan* is consistent with the primary focus of the 1999 Jefferson County Agricultural Preservation and Land Use Plan, which advocates growth and development in a manner that will preserve the rural character, agricultural base, and natural resources of the countryside and contribute to the high quality of life and prosperity of the County's communities while treating landowners in a fair and equitable manner. Following its adoption by the Town, the Town Board supports County adoption of the Town *Plan*. This will be particularly important to jointly acknowledge development opportunities in the Hamlet area and to encourage the County to consider the Town's home/lot siting criteria for limited new homes in the *Agricultural Preservation Areas*.

◆ **Among Town Plans**

The Town of Aztalan Future Land Use Map (Map 6) shows that almost all of the land adjoining neighboring Towns be planned for agricultural use. These recommended agricultural uses along the Town of Milford, Town of Lake Mills, Town of Farmington, and Town of Jefferson are consistent with the land use designations on the Towns' Future Land Use Maps. No further action among these towns is advised unless in the future.

◆ **Between the Town and the City of Lake Mills**

As mentioned above, the City of Lake Mills was revising its comprehensive plan during the creation of the Town's *Plan*. The Town would like to continue City-Town discussions to pursue joint efforts, such as those described in the earlier in the chapter, and to bridge differences between the two future land use maps. At this time, the Town is not willing to change its Future Land Use Map to match the Future Land Use Map of the City of Lake Mills, preferring instead to consider such changes following intergovernmental discussions with the City.

Challenges Facing Aztalan

Community survey respondents indicated "Loss of Town land due to annexation" as one of the top three challenges facing the Town of Aztalan.

The Town and City officials have expressed some interest in pursuing a formal intergovernmental boundary/land use agreement. The hope would be that this boundary agreement could cover issues such as the extent of potential annexations, extraterritorial jurisdiction policies, development policies/opportunities in the Aztalan Hamlet area, and driveway/access control and future road improvements, particularly along Harvey Road. In the case of the Town and City entering into a formal intergovernmental boundary/land use agreement, both comprehensive plans could later be amended to reflect any compromises reached through the intergovernmental agreement.



◆ **Between the Town and the Village of Johnson Creek**

As mentioned above, the Village currently is in the process of revising its 2002 Comprehensive Plan. At this time, the Town is not willing to change its future land use map to match the future land use map of the Village of Johnson Creek, preferring instead to consider such changes following intergovernmental discussions with the Village. The Village plan expresses an interest in intergovernmental cooperation in the form of a boundary agreement with the Town. The Town should continue to pursue Village-Town discussions regarding the creation of such a boundary agreement.

Boundary Agreements

More than 80% of community survey respondents agreed that the Town should seek boundary agreements with neighboring cities and villages.

◆ **Between the Town and the City of Jefferson**

As mentioned above, the City recently has adopted its 2008 Comprehensive Plan. The Town would like to pursue joint efforts, such as those described in the list above, and to bridge differences between the two future land use maps; however the City of Jefferson has not expressed interest in pursuing such efforts to date. At this time, the Town is not willing to change its Future Land Use map to match the Future Land Use map of the City of Jefferson, preferring instead to consider such changes following intergovernmental discussions with the City and any County acknowledgements of urban service area changes.

CHAPTER NINE: IMPLEMENTATION

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter is intended to provide the Town with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statute.

Implementation Recommendations Summary

- ◆ Provide a copy of this *Comprehensive Plan* and all subsequent amendments to surrounding and overlapping governments.
- ◆ Cooperate with others, including County and surrounding local governments and local property owners, as appropriate, in order to implement the recommendations of this *Comprehensive Plan*.
- ◆ Update this *Comprehensive Plan* by 2019 in accordance with Wisconsin Statute §66.1001.

Plan Adoption

A first step in implementing the *Town of Aztalan Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Town has included all necessary elements for this *Plan* to be adopted under the state's comprehensive planning legislation. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a comprehensive plan. The Town followed this process in adopting this *Plan*.

Plan Monitoring, Amendments, and Update

Once adopted, the Town should regularly evaluate its progress towards achieving the recommendations of this *Plan*, and amend and update it as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

Plan Monitoring

The Town should constantly evaluate its decisions related to private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. The *Plan* should be used as the first “point of reference” when evaluating these projects, which are typically decided upon on a monthly basis. On January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

The state comprehensive planning law requires that the Town use the same basic process to amend a comprehensive plan as it used to initially adopt the plan. This does not mean that the public participation process that preceded this *Plan* needs to be repeated. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

- a) Either the Town Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c) The Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e) The Town Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f) The Town Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i) The Town Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.
- j) The Town Clerk sends copies of the adopted *Plan* amendment to the Jefferson County Zoning Department, encouraging County adoption of the *Plan* amendment.

Plan Update

The state comprehensive planning law requires that this *Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the Town intends to update this *Comprehensive Plan* before the year 2019 (i.e., ten years after 2009), at the latest. The Town will continue to monitor any changes to the language or interpretations of the state law over the next several years.

Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of

the comprehensive plan.” Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

Implementation Programs and Recommendations

The Town will continue to abide by and implement subdivision ordinances, building codes, mechanical codes, housing codes, and sanitary codes established itself and by Jefferson County. In addition, Table 9.1 provides a detailed list and timeline of the major actions that the Town intends to complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The table has four different columns of information, described as follows:

- ◆ **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- ◆ **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for Town actions, recognizing that many of these actions may not occur without cooperation from others.
- ◆ **Implementation Timeframe:** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2019.

Table 9.1: Implementation Programs and Recommendations

Category	Recommendation	Implementation Timeframe
Agricultural, Natural, and Cultural Resources (see chapter two)	Work with State and County agencies to inventory those areas that flooded in summer 2008 to assure that new development does not occur and natural vegetation restoration is promoted in such areas.	2009-2010
	Remain informed and involved in Count and State initiatives to preserve farmland.	Ongoing
Land Use (see chapter three)	Use high-quality standards for building, sites, landscape, signage, and lighting design in new development projects.	2009-2010 and Ongoing
	Request approval from Jefferson County for an expansion of the “Hamlet Growth Area” previously delineated by the 1999 Jefferson County Agricultural Preservation and Land Use Plan to reflect the <i>Aztalan Rural Hamlet</i> area described in this <i>Plan</i> .	2009
Transportation (see chapter four)	Implement a Town Road Improvement Program (TRIP) to provide for updating Town roads and seek funding for the projects.	2009-2010
	Form a committee to explore the future of Town parks (e.g., sales, acquisitions, and upgrades).	2009-2010
Utilities and Community Facilities (see chapter five)	See Table 5.2 in the Utilities and Community Facilities chapter.	
Housing and Neighborhood Development (see chapter six)	Continue efforts to clean up unkempt, unsafe, and unsightly properties in the Town.	2009 and Ongoing
Economic Development (see chapter seven)	Purse various clean up, transportation, redevelopment, and intergovernmental initiatives to implement the Aztalan Hamlet Plan.	2009-2012
Intergovernmental Cooperation (see chapter eight)	Enter into a formal intergovernmental boundary/land use agreements with City of Jefferson, City of Lake Mills, and Village of Johnson Creek.	As opportunities present
	Provide a copy of this <i>Comprehensive Plan</i> and all subsequent amendments to surrounding and overlapping governments.	2009 and as amended
	Update this <i>Comprehensive Plan</i> .	2018-2019

INSERT – SIGNED PC RESOLUTION

ORDINANCE NO. 2009-____
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE TOWN OF AZTALAN, WISCONSIN.

The Town Board of the Town of Aztalan, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the Town of Aztalan is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Aztalan has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Aztalan, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "TOWN OF AZTALAN COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town of Aztalan has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5: The Town Board of the Town of Aztalan, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "TOWN OF AZTALAN COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

Adopted this _____ day of _____, 2009.

Town Chair

Attest:

Town Clerk

Published/Posted on: _____, 2009.